THE MUNICIPAL PROGRAMME OF STREET EDUCATION (PEC) OF VITORIA-GASTEIZ

HISTORIC PATH AND FUTURE PERSPECTIVES

MAY 2018

Universidad del País Vasco   Euskal Herriko Unibertsitatea

eman ta zabal zazu

Ayuntamiento de Vitoria-Gasteiz
Vitoria-Gasteizko Udala

Coordination by:

Maite Arandia and Aintzane Cabo

Presented by:

The UPV/EHU team. Degree in Social Education of the University Teacher Training College of Bilbao[1]:

Dept. of Didactics and Academic Organization: Mari Nieves González and Iñigo Rodriguez

Dept. of Educational Theory and History: Karmele Artetxe, Saioa Bilbao, and Irantzu Fernández

Dept. of Sociology: Nekane Beloki

Students: Virginia Gómez, Lara Sierra, Arrate Morales, Ane Karmele Menéndez y Oihane Ortiz de Zarate

MUNICIPAL CORPORATION OF VITORIA-GASTEIZ Dept. of Social Policies and Public Health[2]: Elena Redondo and Antonio Jesús Ruiz

The agency IRSEARABA[3]: Lorenzo Martínez, Loly Rodríguez e Iñaki Luzuriaga.

Participants in the process:

Young people and family

Street Educators of the agency IRSEARABA

Professionals from the Baseline Social Services

Professionals from different areas and social agents (cultural, educational, neighbourhood associations, social associations and Parent-Teacher Associations).

We would like to thank you all for your disinterested assistance with this project. Thank you.

CONTENTS

◎ PRESENTATION

This study has been jointly completed by the Municipal Corporation of Vitoria-Gasteiz, the agency IRSEARABA and members of the Counsel/Observatory of the Degree in Social Education of the UPV/EHU (teachers and students). Its subject matter is: "The Municipal Street-Education Programme (PEC) of Vitoria-Gasteiz: historic path and future perspectives". The historic path of the Municipal Street-Education Programme of Vitoria-Gasteiz is analysed over the past two decades, through the shared reflections of the Administration and the Community Action Service of the Department of Social Policies and Public Health, developed by the Municipal Programme of Street Education (Programa de Educación de la Calle) (PEC), PEC professionals working for the agency IRSEARABA; the participants of the aforementioned programme; and, teachers and students of the Degree in Social Education of the Teacher Training College of Bilbao (UPV/EHU). Its end purpose is to contribute to an understanding of the PEC for further improvement and harmonization, by analysing the different evaluative processes applied to the programme and to its organizational structure, various modifications and adaptations, its progress with regard to its foundations and methodology, and both the social and the personal consequences that the PEC can have for people and for the community.

The fact of studying this historical-professional reality and its consequences for the development of youth and their families has helped to clarify the socio-educational aspects that are under development. It has also helped to reveal the dimensions that need to be strengthened within professional, (initial and ongoing) training, and administrative social work, to improve the public offer of socio-educational services even further. Entering this comprehensive framework of social work with such a historical and professional past, in the social reality that we are at present living through, has not only contributed evidence on socio-educational action, but also lessons that have been learnt and that can be transferred to other professional and training realities.

This research is, in turn, framed within a project for educational innovation that is linked with other experiences developed on the Degree of Social Education at the University of the Basque Country

(Universidad del País Vasco/Euskal Herriko Unibertsitatea) (UPV/EHU), and at the Teacher Training College of Bilbao (EUM of Bilbao). These realities all have the objective of promoting social innovation and a university curriculum that helps to create a better future for training among the various social agents and those involved in university teaching. They seek to impart the competences that are necessary for graduates to become active agents of change, with a commitment to the social reality in which they are living and that they will enter as professionals in the future.

Involvement in this project, within universities, has meant the construction of new learning contexts for students. We have to take into account that the construction of the European Higher Education Area (EHEA) has, for the University, implied a significant about-turn when understanding Higher Education, because the EHEA is characterized as a learning area in which the development of student competences is placed at the centre of the process (Bolívar, 2008; Biggs, 2010; Benito & Cruz, 2005; Rodicio, 2010; Rué, 2009; Zabalza, 2012). In addition, the need for a more networked University has been highlighted that works jointly with the surrounding social and economic environment that the newly trained professionals will enter (Bowden & Marton, 2011; Barnett, 2008; Pulido San Román, 2007; Tomás i Folch, 2007). An innovative process called the Qualifications Council/Observatory is situated within this framework. It is the central core from which to launch interrelated working and learning contexts and to develop them between the university and the professional world. This structure, together with the processes that it generates, implies a novel contribution to educational innovation at UPV/EHU. Through this structure, within the Degree course, a space for meetings, for **reflection and for work (research, innovation, project preparation, awareness raising…) is promoted** among teachers, students, and professionals of social-educational action. They contribute, on the one hand, to stronger teaching-learning processes among the students who are involved and, on the other, to the impact of the university community, in this case students and teachers, on territorial and social development. It is within this framework that the development of the work presented in this document begins.

Its objectives are as follows:

1. To promote and to develop a participative and cooperative project, of a transdisciplinary and inter-institutional nature, among the institutions involved in the Municipal Street-Education Programme of Vitoria-Gasteiz (PEC).

2. To analyse successful practice on Street Education at an international level.

3. To uncover both the strong and the weak points generated over time by the Municipal Programme of Street Education of Vitoria-Gasteiz.

4. To analyse the socio-personal consequences of the programme.

5. To draw up recommendations for both the professional and university world with respect to the training of educators, professional practice, and the policies in support of these programmes.

A data-production process was undertaken with the intention of addressing these objectives, employing various techniques such as the analysis of documents (Technical frameworks, programmes, and plans prepared by the Municipal Corporation) that describe the realities and interventions carried out over time by the Street-Education Programme. It likewise included statements made by people (through interviews, discussion groups, and reports) who have been involved in this historic process through their different roles: municipal professionals, social educators, people assisted and other community agents.

The final purpose is that once completed the study should not only be converted into a means of comprehending the PEC and giving it a higher public profile, but it should also be turned into a key for change, to continue improving socio-educational practices and training for municipal and community action. And, above all, to contribute to a better understanding of the situations that are lived out on the streets and to greater recognition of the street educators and the people with whom they work.

◎ CONTEXTUALIZATION OF THE MUNICIPAL PROGRAMME OF STREET EDUCATION OF VITORIA-GASTEIZ

The Municipal Programme of Street Education is a programme of the Department of Social Services and Public Health of the Municipality of Vitoria-Gasteiz, integrated in the Community Action Service. This Service manages the Baseline Social Services [Servicios Sociales de Base] (SSB) that is the doorway to contact with the Basque Social Services. The Social Services are responsible for welcoming people in, the evaluation of needy situations and vulnerability, the planning and the development of the process of personalized attention with the application of the programmes and pertinent resources, or with accompaniment, in those situations that may so require, in referral to other Department Services or services of other agencies that constitute the network of the Social Services System.

The process is implemented in fourteen SSB throughout different points of the city that are grouped into ten zones of influence, through the work of an interdisciplinary team formed of the Manager of SSB, Social work and Psychology professionals, administrative staff, and Street educators. This team makes the social, the socio-educational, and the psychosocial interventions that are provided to the people of each zone possible.

The Street Education Programme [El Programa de Educación de Calle] (PEC) has trodden a long path since it was launched as a municipal programme in 1988, on the basis of earlier, but more limited experiences. The service that PEC provides is regulated in a service provision contract that permits the designation of a pair of professional street educators to a street in each one of the zones. The provision of the service is done at present (and has been done over a large part of the life of the programme) in collaboration with the agency IRSEARABA.

The PEC is also structured as a transversal programme reporting to the post of Programme manager at a municipal level and the role of Programme Coordinator at the level of the agency.

Throughout these years and based on the continuous evaluation of the programme and its development, the PEC has been adapting to changes in the legislative, organizational, and social context and has been acquiring new knowledge. Here we present a synopsis of the programme at present.

The Street Education Programme develops socio-educational interventions in the open air. It is directed at those children and adolescents (between 8 and 18 years in age) among whom social, family, and/or personal factors converge that complicate or endanger their full personal and social development. The purpose of the intervention is to support and to optimize that process of development, acting in the actual microsystem of the adolescent, which is, in the relation of the self with the closest social environment (interaction between individual, community, and environment from a systematic, ecological, theoretical and practical perspective).

The best form of understanding the programme is to identify the fundamental principles that define it; intervention in the open air, preventative intervention given that it impacts at early vital moments and in situations of risk, based on a relational dynamic, from the standpoint of the promotion of personal and social competences, integrated in interdisciplinary collaboration.

According to these principles, it can be seen that the PEC develops an action of an essentially relational nature that has its principal resource in the specific post of the Educator. In this sense, the methodology of the programme consists in planning the intervention through the structuring of the process into a series of stages: knowledge of the reality and microsystem of the adolescent; explicative of the new situation that is desired, establishing consensual goals and objectives; preparation of projects, which assist their advancement; knowledge of the situation at which one has arrived and evaluation of the process followed for its improvement.

This process guides the intervention of the different fields that are implemented by PEC. The work in the individual/family field is aimed at optimizing the interaction of the adolescents with their circumstances. To do so, the intervention is adapted to each personal situation, considering the different areas that comprise it, the areas of personnel, family relations, education, and free time. The intervention in the family area is implemented through an interdisciplinary approach with the SSB team.

Given that the peer group constitutes an element of notable relevance in the social system of the adolescent, the group field is converted into a powerful mediatory force in the individual educational work. At the same time, it makes the intervention possible in the community field. The work in this field has as its purpose to exploit to the full the social representation of the people assisted through PEC, as well as the promotion of community networks that constitute a support for their social development and integration.

We advance the following data to summarize the present situation of the PEC: the PEC currently has 21 Street Educators and has responded to 736 adolescents (57% men, 43% women, with an average age of 14) over the 2016/17 academic year.

The completion of the study that we have presented has as its finality to learn from the past history of the PEC relying on the perceptions and stories of the people involved in it: municipal professionals, educators, social agents, and adolescents, and young people assisted through it and their families. This learning process will help us to improve the PEC through the incorporation of keys that add value to our processes, to respond in the most effective way to the needs of the people, at all times from the perspective of the quality of the intervention and the warmth of the educational relation.
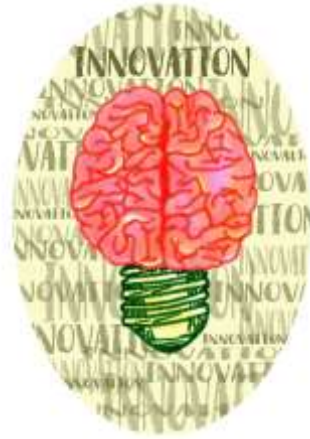
◎THEORETICAL FRAMEWORK: FOUNDATION OF STREET EDUCATION

Social Context and Street Education

Globalization and the dominant market model have at present led to an undeniable political and economic, social, and cultural crisis, causing impoverishment, exclusion, increased inequalities and a reduction in the participation of the public linked to questions in the public arena.

Hence, De Boevé and Thoussaint (2012) pointed out that we have to think of the world and in its future, to think by thinking of others and, in that way, to tell our story, our dreams, and our projects to the world. It is something that is essential for every human being, family, social group, community, **firm, State…. It is the basis of the capability to transform soci**ety.

Alongside this analysis, we have also to situate the efforts that are underway in European territory to propose actions of convergence, drawing together different questions related in our case with education and policies for its development. There are various treaties signed with a view to closer **unity between the states (Treaties of Maastricht, Amsterdam, Lisbon, Nice…), to continue exercising** greater influence on the decisions that are adopted in various areas (Llena, 2014; López & Quetglas, 2014), in our case Higher Education and Social Education.

Street educators in this social framework exist so that the streets in which "they work" can be transformed into streets that lead us towards a human future and a different society; they become socio-educational animators in accompaniment. Accompaniment that, in the words of Pereira (2014), implies that the person is the main vehicle, remaining close and accompanying that person in the processes of their daily life and being a positive reference. At the same time, the educator constitutes a further nodal link with society; a reference to whom to turn, in whom to trust, because he or she is

capable of recognizing the individuality of each human and from that reality and specific human role, of acting in close proximity. Therefore, street education offers an innovative approach of closeness, actions in which the various populations play a predominant role, both at the start and in its development, given that they all are and should be responsible. In addition, the educator is not only more open to people who need help, as they lurch from one difficult situation to another in their lives, but who takes steps, thanks to that close relationship, to maintain respect for individuals, as envisaged in the Declaration of Human Rights and in the Convention on the Rights of the Child.

The meaning and the methodology of Street Education

Street education is a pedagogic action, of a preventive nature, conducted in the social setting of each individual. Currently, an understanding is sought in street education of the reasons that generate social inequalities and conflicts, seeking an integral educational response, appropriate to each context, optimized and adjusted to the problematic issues of life on the streets. In short, it seeks to be an intervention or a constructive and transformational socio-educational action. Although it is initially understood as a direct intervention upon one or various individuals to help them with their turbulent life stories, this effort is framed within the social dimension of the community (Vélaz de Medrano, 2002). As Guerau & Plaza (1982) pointed out: "Street education believes in education as an ethical process that is understood as a donation of freedom and as a way towards individual and social aspirations " (p. 78).

Moreover, Quintanar, Blanco and García (2010) pointed out that through educational action in the street:

A helping relationship is offered (...), which is established on the basis of trust and from a perspective of freedom (...). An effort is made to put into practice the "pedagogy of recognition", based on the search for what is positive in people. Discovery of the full potential of the adolescents and the young people with whom we work is encouraged, seeing their potential strengths in a positive light so that they can be developed in the healthiest possible way. (p. 135).

The contribution from the International Network of Social Workers and Dynamo International (2008) is also of interest, for whom "to give priority to an active social and educational presence in areas of life is not a methodological option among others, but demonstrates a real will "to belong" and a true commitment to confront the causes of exclusion and abuse" (p. 8). Moreover, it is said that street educators seek to carry out a: "(...) task of accompaniment to stimulate self-esteem, to develop personal capabilities, regardless of the degree of exclusion, and to promote participation in social life (Dynamo International, p. 12)".

In this context, we should not forget the importance of human rights. As Dynamo International (2014) pointed out:

(...) human rights should be respected, whatever the economic, social or cultural situation of the people concerned. So, the rights of social educators working on the street should also be respected:

the right not to be subjected to violence, the right to a certain private and family life in a work context of work where there is a risk of exceeding the limits, where professional confidentiality clashes at times with other laws and implies immense human commitment (p. 6).

In another area, Vélaz de Medrano (2002) sustains that there are three basic principles for socio-educational intervention in the street that we have to bear in mind: the principles of prevention, development, and social intervention. In the first, steps are taken to identify and to minimize the number, the seriousness, and the duration of cases in the future, centring socio-educational action not on an individual, but on the population as a whole. The second is based on the idea that people throughout their existence pass through different stages of life, which can be complex, hence the interventions to facilitate the development of skills and competences for life, conflict resolution, etc. Finally, the principal of social intervention refers to the fact that it is necessary to help people to know their medium, to understand it, and to conduct an analysis of the situation in which they are living.

Likewise, general prevention, information education, risk reduction and remediation are all prioritized, **at all times placing the focus on social wellbeing. Understanding that social wellbeing "is not the** absence of problems and conflicts, but on the contrary, managing to accept them and to have the capability of overcomin**g them" (Dynamo International, 2008, p. 13).**

In short, the final objective of Street Education is to offer an opportunity to people to access an actor-subject meeting place, encouraging the development of independence, so that they can take action on their own situation, their future, and on their environment. When this outcome takes place, we can assume that we find ourselves facing an acceptable socio-educative action or as is said at present, in the face of good or successful practice. In addition, we would be witnessing an educative action based on systematized scientific and experiential contributions. In turn, it would contain aspects or keys that might be transferable (with regard to the conceptualization of the subject, methodological strategies, internal and community relations, educative relations) to other contexts for intervention. It may even be said that we are facing innovative and sustainable actions, which have had a social impact, because they have generated greater empowerment among people and a strengthening of social networks within the city. This framework is one that we have taken into account in the analytical approach that we have applied to the Street-Education Programme of Vitoria-Gasteiz.

And, what aspects are key to socio-educational actions in the street?

Despite the diversity of contexts, people's ages, and situations in life, all in the end different educational realities, we find common denominators that can be transferable. Among them, we must highlight the understanding that the method for socio-educational action has to have as its main driving force the discovery of human potential (of the youth, children, or adults) and not the imposition **of its solutions, but patient waiting and accompaniment of the decisions of "the others" (Dynamo** International, 2008). With these keys, both individual accompaniment, and collective and community actions are confronted.

Socio-educational action in the street requires the incentivization of a process of accompaniment in which some important moments are noted. In the first place, observation of the context is a key strategy for knowledge of the community and of its subjects. Quintanar, Blanco and García (2010) delved further into the meaning of these initial moments, pointing out the following:

…direct, participative, systematic and continuous observation of social events that occur in public spaces, complemented with the collection of information through key informants, as may be the other social agents that intervene in the same zone or the neighbours and shopkeepers. This information may be directly accessed, through more or less formal interviews, meetings, coordination meetings, etc. or indirectly, through publications, reports, statistics, or any other element of analysis conducted by other observers of the same reality. The observation as a whole is converted into analysis through reflection, shared by the group. (p. 132)

In second place, the construction of a relationship with the subjects takes place, that needs acceptance and the creation of a bond of trust. And, in third place, situating the socio-educational action in its setting of primary relations and in the community framework.

And, when can we say that we see good socio-educational practice in the street?

There is a certain degree of controversy when defining the concept of Good Practice or successful practice and when clarifying the criteria that identify good practice, due to the variety of factors that it influences and due to its various uses in different social, educational, entrepreneurial, and health-**related contexts… Jiménez**-Ramírez (2012) identified three analytical perspectives in relation to economic, social, and educational contexts: 1) from the economic perspective, good practices are identified with the establishment of indicators of efficiency and the achievement of better results; 2) from the social perspective, with the promotion of inclusive actions ranging from contextualized situations (immigration, women, youth, the elderly) to actions in areas related to housing, the environment, and health; and, 3) from the educational perspective, different and divergent interpretations coexist that include economic perspectives or the development of innovative programmes. However, references relating to Social Education are rather scarce.

Centring on the socio-educational context, we have observed that the definitions repeatedly point to such aspects as innovation, positive impact, transferability, planning and comparative evaluation. Other elements are also incorporated in the different guides of good practice, that are related to efficiency, foundations, ethics, participation, pluralism, sustainability, feasibility, starting with a **diagnosis, target population satisfaction, among others…**

We can point out that a successful practice in Social Education and in educational accompaniment is an action based on scientific evidence that contains elements (with regard to the conceptualization of the subject, methodological strategies, internal and community relations) that are transferable to interventions in other contexts and innovative and sustainable actions. These actions and interventions have had a social impact, because it has been demonstrated that they achieve greater empowerment of people and they have even reinforced social networks within the municipality.

◎RESEARCH METHODOLOGY

The methodological design is based on communicative methodology. The understanding of this approach is that we arrive at the creation of meaning and the transformation of the reality in which we are working through egalitarian dialogue and horizontality (Gómez, Latorre, Sánchez & Flecha, 2006). This methodology therefore supports the idea that the people under investigation form part of the study process under conditions of equality. It seeks to overcome methodological imbalance, to go **beyond the "expert opinions" that exist in research, and in other social and educational contexts and,** in summary, it democratizes the investigative processes by incorporating people as real individuals in the process. This methodological approach is based on the contributions of various scientists to the international community, referring to the value of the linguistic competences of people, their interactions, the relationship between the individual and the circumstances, the value of arguments or assumptions of validity as opposed to those of power, the creation of knowledge-based dialogue (Chomsky, 1999; Mead, 1991; Habermas, 1987; Beck, 1998; Freire, 1970; Vygotsky,1995). The aim is to explore theoretical-practical problems through this approach, from the perspective of the system and the world of everyday life (Gómez & Díaz-Palomar, 2009; Sordé & Ojalá, 2010; Latorre, Gómez & Engel, 2010, Gómez, Siles & Tejedor, 2012).

And, data analysis methods?

a)   Analysis of documents

Using this technique, we analysed the Theoretical Frameworks prepared by the municipal council in 1990, 1992, 1996, 1998, 2006 and 2012 and the 2005 and 2012 manuals on common lines of action. In addition, we followed the same criteria when recording the milestones of the technical projects, both the work and the management plans that the agency IRSEARABA presented over those years to

public calls to tender offered by the Municipal Council of Vitoria-Gasteiz, as well as the Global Management Plan 2015-2019. These are publications that have helped us to observe the pathways **expressed in annual reports, proposals, minutes..., and to clarify the years that have implied significant** differences within the project with regard to progress. We refer **to these years as "milestone" years,** as they coincide with the end of a recognized period following its evaluation, and with the subsequent preparation of a general framework of action with regard to the following years; the technical frameworks. Thus, the **"milestone" years were: 1990, 1992, 1996, 1998, 2006 and 2012. All the** documentation gathered on the PEC was supplied by the Department of Social Policies and Public Health of the Municipal Council of Vitoria-Gasteiz and by the agency IRSEARABA both of which contributed material in electronic format and on paper.

b)   Storytelling

A written variant of the storytelling technique was used: the technique of automatic writing, through which the professionals wrote about the personal and the social effects that the educational relations formed within the Municipal Programme of Street Education of Vitoria-Gasteiz might or might not have had. These stories gather together their thoughts and reflections on the educational relationships and accompaniment processes that the educators have been constructing with the people in the programme. A total of 11 stories were written by the educators of the agency IRSEARABA.

c)   In-depth interviews

The in-depth interviews were prepared to understand the perspectives that the informants have of their lives, experiences and situations. We followed the model of a conversation between peers on the basis of a series of dimensions to be explored (foundations, organization and design, training, educational relations and their effects, intra- and inter-professional relations, process evaluation). A total of 6 interviews were conducted with young people, 6 with family members, 3 with Municipal Council employees, and 2 with employees of the agency IRSEARABA.

d)   Discussion group

The discussion group is an information gathering technique that has brought to the fore, by means of dialogue through direct questions and by using recall techniques, the strengths and the obstacles that the programme has and that it has developed. Two discussion groups have been organized in which different procedures have been used to gather the thoughts of the people participating in them: the time-lines , recording the difficulties, strengths, and recommendations (for policy, for training, and for the work of socio-educational action) on the programme, automatic writing on the effects of PEC and the proposal of recommendations. One of the discussion groups was organized with educators from different stages of PEC activities in the city of Vitoria-Gasteiz. This group met on two different occasions for a total duration of 5 hours. The second group, formed of social agents, met for a total duration of two hours.

Finally, we have to point out the way in which we designed the communicative organization of the investigation. To do so, an advisory board was assembled, comprised of educators, a Baseline Social Services worker, and youth who have been linked to the educational project of the PEC, who tested and validated the results and their interpretation.

And, how was the information analysed?

The data-analysis process went through different stages up until the final definition of the definitive categorical system that has led to the categorization and re-categorization of the data from the different input sources (documents, interviews, stories, discussion groups). All the narrative data were transcribed and introduced in the programme "NVivo 10" for the analysis of the qualitative data. The process of analysis was tiresome, given the breadth and diversity of the members in the team and the data that had been gathered. Internal documents were prepared to guarantee convergence in the approach to the data, in which the series of steps to be followed for processing these data were detailed. Likewise, all the concerns and difficulties experienced by members of the university team in the categorization processes were recorded. All these questions were presented, debated, and resolved in the general meetings of the university team to review the data. The credibility of the results was also guaranteed through the triangulation of data, people, and other agents. The definitive categorical system in use is shown below in Table 1:

CATEGORICAL SYSTEM FOR THE ANALYSIS	STRENGTHS AND WEAKNESSES
REFERENTS. This category includes theoretical material, professional forms of functioning that are the basis of the reasoning behind the intervention.	
THE EDUCATIONAL RELATIONSHIP. Includes what is understood by the relationship, how that relationship is constructed, and what effects it has on the person, the family, and society.	
THE RELATIONS WITH AGENTS AND AGENCIES LINKED TO THE PEC. These relations cover the intra-relations (team of educators) and the inter-relations (with other professionals, with other agencies).	
ORGANIZATION AND DESIGN OF THE INTERVENTION. What is done (activities that are carried out), how it is done and how it is managed.	
EVALUATION. The meaning, the reasoning for the evaluation and where the intervention is leading- In other words, the effects of the evaluation on where the socio-educational action will lead.	
TRAINING AND DEVELOPMENT DIMENSION. How the educators are trained and how their professional development takes place. (For example, reflection on educational practice).	

Chart 1. Categorical System.   Source. Authors
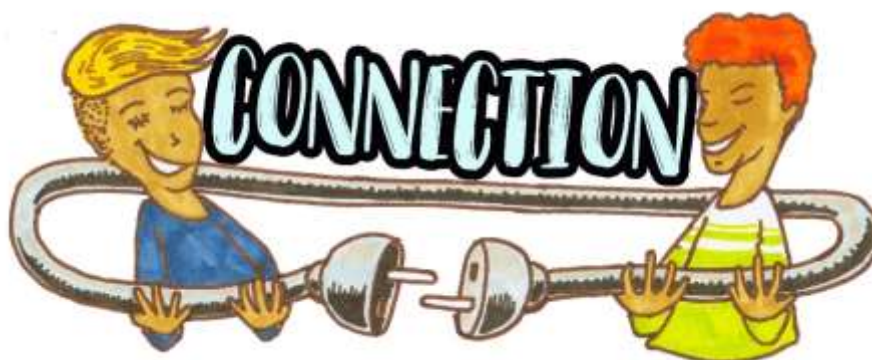
◎RESULTS

Foundations of the Municipal Programme of Street Education Programa de Educación de Calle] (PEC)

At present, the Master Plan 2015-2019 is an internal document of the agency IRSEARABA (based on the guideline documents of the Community Action Service) for the Street Education Programme, because it presents a legible snapshot in a flexible and direct manner of its organization, its criteria, and its general, common, and zonal frameworks, on which the programme is founded, and in which emphasis is placed on the socio-communitarian perspective through which to orient educational work in the street. The path towards this point has been full of collective effort and work. One of the most potential strengths that appears most forcefully is the fact that the programme is developed hand-in-hand by the municipal institutions and the agency IRSEARABA, in collaboration and through dialogue.

The PEC has the technical frameworks as supporting material and a model and, in addition, the technical projects, the work projects and the management plans are of great help in understanding the foundations and the working procedure of the programme over the years. In concrete, the management plans seek continuous improvement of the processes and increased efficiency in its operation. Looking particularly at the 2012 documents of the agency IRSEARABA, it is understood that socio-educational intervention in the Open Air is characterized by its strengths at encouraging competences for the integration of child and youth populations, although these competences are also developed in families and in the community.

Likewise, the importance of the visibility of children and youth as social actors is highlighted in the technical projects, based on the value of social and cultural participation and promoting alternative compensatory environments. It is important to mention that the idea of an active individual providing non-assistential service is present in different contexts and documents. Thus, the 2015 Technical

Framework reminds us of the need for action in the sense of "… emphasizing the responsibility that young people have to make the effort to integrate and to contribute to the community and to its coexistence and welfare, in so far as they are able and in an acceptable way at their age in life and personal-family situation, reinforcing social cohesion and enhancing their wellbeing and self-realization".

Another of the points to bear in mind is respect for the programme of prevention -promotion, as the PEC covers "risk" situations (of no protection, exclusion, and conflict…), in a situation of "opportunity" (meeting, dialogue, positive action, proactive…). To do so, it defines and impacts on multiple environments that it identifies and to which it lends attention, in which various factors converge: of vulnerability, exclusion, unprotected environments, of exclusion, protection, integration, in environments of promotion and inclusion.

With regard to the work between professionals from different areas and interdisciplinary work, work within the PEC appears to be key for the detection and the efficiency of the interventions; its professionals mark the pace, the direction and the framework of its activities.

That capability for perception from the global vision of the system of interrelations, inter-projects, inter-teams, and people in collaboration arises from a critical teaching culture, among others, that seeks to promote the autonomy and the empowerment of the individual as the unquestionable protagonist in the life of that individual and as an actor in social life. In general, it is understood that, little by little, considerable effort has gone into the groundwork of practice, developed by professionals, that is in great measure based on the principle international declarations, adjusted to the legislative framework of each stage and the critical theoretical assumptions that guide a practice of social empowerment.

It is worth noting that in a particular way the Street Education Programme forms part of the Basque System of Social Services, according to Law 12/2008 of Social Services, in which it is included under article 22 in social services of primary attention. In addition, article 55 of Law 3/2005 on Attention and Protection of Children and Youth, mentions it as a basic programme of family intervention for application in community environments.

At present, they continue to value the fact of sharing knowledge with others and, among other questions, the circumstance of forming part of the International Network of Social Street Workers (Dynamo) continues to provide the opportunity to learn about other projects and programmes, to participate in European research projects and for mutual enrichment through the work of other professionals. Even so, the difficulties that it has experienced in its development, linked to rifts over the referential framework, the non-definition of the programme and the risk to "activism", could perhaps be negotiated by stressing the importance of reflection on theoretical references in the area or in similar areas; questions that, as we shall see further on, are approached through a serious proposal on the training of their professionals.

Finally, it is therefore concluded that socio-educational intervention in the PEC is totally coherent with the principles of the rights of the child and are in line with current legislation at each stage.

Historic Path: Milestones that have marked movements in the PEC

The PEC is a programme that has a broad trajectory: over three decades in operation. The documentation is diverse and is found in various forms and areas. Specific moments are noted in its evolution, coincident with specific years, which mark a significant difference in the course of the project. In this work, we have referred to milestones because of their coincidence with the end to a recognized period of time, through its evaluation, and the subsequent preparation of a theoretical/technical framework[4] for action over the following years. The historic milestones are considered to be the years in which the technical frameworks were drafted: 1990, 1992, 1996, 1998, 2006, and 2012.

The technical frameworks cover the key directives of the PEC designed by the Municipal Council of Vitoria-Gasteiz. The various technical frameworks show turning points, sometimes significant, other times not so much, over the course of the PEC. They are used to establish the general and the most important theoretical lines of the PEC over the following years.

The start of the PEC: first framework (1990)

Interventions in the open air or the street at the end of the 1980s in the city of Vitoria-Gasteiz were very similar to experiences that under development in neighbouring areas such as, for example, Bilbao, by other associations, such as Agintzari in the area of Deusto. The big difference is that Vitoria-Gasteiz made a great commitment towards this programme in 1990, drafted a framework document, and started with a global work plan grounded in street education.

Up until that time, various leisure associations, many of which related to parish action, through volunteers and with the support of the municipal Authorities worked during 1986-1988, with young unemployed youth. These activities in some neighbourhoods of the city of Vitoria-Gasteiz led to the **launch of the "Socio**-Educational Programme for (primary and secondary) Prevention of Youth Maladjustment [Programa Socio-Educativo de Prevención (primaria y secundaria) de Inadaptación Juvenil]". **In 1988, the "Municipal Project for Street Work with Youth [Proyecto Municipal d**e Trabajo **de Calle con Jóvenes]" was drafted with an updated proposal.**

Street education workers need training, in view of which a series of talks/courses were organized in 1987 and 1990. Professionals were invited who already work in this area to disseminate pioneering works taking place in Madrid, Barcelona and Bilbao.

---

4 A new public invitation to tender is published with each technical framework for contracting an agency to provide the service. The agencies tender a project with their proposal. Once adjudicated in a public competition and the contractual terms and conditions signed off, the agency prepares an annual general management plan that it presents to the municipal authorities, as well as work plans by zones and the zonal reports, which include the evaluation of the activities carried out through quantitative and qualitative criteria.

In 1990, the project was strengthened with funding from the Basque Government. 50% of the resources were sourced from Lakua, and the remainder were funded through the Municipal Council of Vitoria-Gasteiz. The programme was active in eight zones of the city in that year. It was in this context that the project was strengthened and an effort was made to frame all the work done on the street in a framework document. Although the funds from the Basque Government soon came to an end, the PEC continued, through public invitations to tender, to contract the agency responsible for the development of the programme. The contracts of variable duration, but in general over one year, have given great stability to the programme.

The first technical framework was prepared by the Department in 1990 and was called: "Municipal Project for Street Work with Youth (up to 18 years old) [Proyecto Municipal de Trabajo de Calle con Jóvenes (hasta 18 años)**]". The orga**nizational model adopted was the adscription of an educator, through a service provision contract with different associations in the city (Gure Heziketa, Ekaitz, IRSEARABA, Hazi Era). There was only one service provision agency in the successive tenders: IRSEARABA.

The 1990 framework defined the programme "above all, as a socio-educational intervention. This means that the educational relationship that is formed has to be taken into account, as well as the **process that it entails." (p. 3). It seeks to offe**r community educational responses for young people that live, according to the terminology of the age, in situations of maladjustment. Although the community intervention is very important, it is part of the intervention, because the relational question with young people is a fundamental aspect of the PEC. It considers that street work has as its fundamental purpose to achieve the inclusion of young people at both an educational and a social level, in a voluntary way, with sensitivity and generosity, and with the aim of advancing towards a working project considered in more global terms, both in relation to the individual at the centre of the intervention and the modes of accompaniment. We shall see, further on, the development that takes place in the educational perception, moving from the person, to the person in an educational environment and to the person in a community context.

In subsequent technical frameworks, the meaning of the relationship in socio-educational action was defined with greater precision and depth.

With regard to its theoretical foundations, the framework of 1990 rests on Social Pedagogy, "more specifically on what we would call environmental pedagogy, we make the so-**called "model of community participation" our own, which requires the** harmonization and the integration of educational, cultural, and social institutions, on the basis of the common objectives of the **programme" (p. 4). Likewise, it established that the target population consisted of young people of up** to 18 years in age, but made no reference to the youngest ages. As from 1992, the age of the target population stood at around 10-18 years old.

Advances in the management of the programme: second framework (1992)

The programme was defined with greater clarity in the Technical Framework of 1992, looking closely at its meaning and objective. This definition or statement of the PEC would be maintained without changes in the subsequent framework documents of 1996 and 1998. The PEC is defined in the following way:

The Programme of Street Education articulates a socio-educational intervention in the open air. This intervention targets those adolescents in whom social, family, and/or personal factors converge that complicate or endanger their full personal and social development. The objective of the Programme is to support, to guarantee, and to assist their development processes, taking action on the microsystem of the adolescents, which is to say on the relations of the adolescents with their closest social environments.

It is therefore structured as a secondary-level preventive programme that complements the primary and the tertiary-level interventions that are developed in the context of Children in our city. Without forgetting that it constitutes support and resources for those programmes and services that are found on those other fronts of social intervention. (p. 29)

Great advances are also appreciated in the organizational model. The 1990 proposal was a very early one, in which the organization and the educational project appear mixed up. Reference is made to the educator as a member of the Primary Attention Team of the city. In 1992, on the contrary, it established that the "Civic Centres constitute the community facilities for social and cultural action, and are therefore turned into the referential framework of the Street Educator" (p. 52). And it is the director of the Civic Centre who is in charge of tracking the progress of the programme in the zone, the person who dynamizes and coordinates the Technical Team of the Centre, in which the street educator also participates. The director manages the budget for each zone, "receives and studies the initiatives that are presented in relation to the Programme, providing responses to them or passing them on, where necessary" (p. 53), and in addition, evaluates its progress in the zone.

On another note, the points pencilled in two years earlier concerning the explanatory reasoning, the target population, the intervention model, and organization... were consolidated, but there was an attempt to promote evaluation. At that point in time, the first programme evaluation reports were prepared.

The evaluation was still incipient, and would be refined and improved in coming years. Over the first few years, quantitative data was first of all collected, although this information was not considered sufficient. Through the development of the database in 2006, qualitative data would also be taken into account and the methodology and the evaluation criteria would be developed.

The PEC therefore improved infrastructures, supported by civic centres and started to develop an interest in improving evaluation procedures.

Consolidation: third framework (1996)

The framework that was prepared in 1996, from the documental point of view, presented no great differences with regard to the earlier one.

It covered eight zones in the city and the youth population aged between 10-18 years old. With regard to organization, management of the programme continued through the Civic and Community Centres, but the definition of the functions of their directors was improved. Highlighted among their functions was that of "dynamizing and coordinating the Primary Attention Team of the Centre to approach the cases that require multidisciplinary attention" (p. 40), given that the social educator participates in the Primary Attention Teams of each zone, in order to articulate their community intervention. In this framework, there is a clear reference to the task of the educator, pointing out that:

...it implies a task fundamentally of a relational nature. Its achievement requires the formation of relations with the adolescents, with the social setting in which they are active and with the community that has to accept them. Likewise, it requires the creation and the strengthening of channels that make the relationship between the adolescents and that community possible. (p. 18)

This proposal is repeated in the technical Framework of 98, and in those of 2006 and 2012, in which relational tasks are converted into a basic principle of the programme oriented towards educational work in the open air, through the creation of a relational context of accompaniment of youth in which those young people assume leading roles their processes of growth and empowerment.

In short, the programme continues its consolidation in the context of the city, clearly responding to an identified need in the group of adolescents that "given their personal, family and/or social situation, might endanger their psychosocial development and, in consequence, their social integration" (p. 2).

An example of the consolidation of the programme is the creation of a computerized database for tracking the programme, as well as the preparation of a manual for their use.

Years of stability: fourth framework (1998)

A new framework was drafted in 1998. It presented very few changes with regard to the preceding one. Its drafting was due more to the need for harmonization of the PEC with the new legislation on Social Services. There had been changes in it, given that the 1998 framework was drafted in accordance with the provisions of Law 5/1996 of Social Services, and the 1996 framework in accordance with Law 6/1982 of Social Services. At the same time, the PEC had to adjust to the changes implemented in the organization of the Department of Social Intervention, the department in which this programme was situated. The PEC extended across the city, it was developed in each zone of the city in accordance with the distribution of the network of Civic Centres (a structure that is at present integrated in another Municipal Department). The PEC was integrated in the Baseline Social Services in each zone and the post of the Baseline Social Services Manager held responsibility for following-up the development of PEC in each zone. A Follow-Up Committee would take responsibility for the

technical follow-up of the overall Programme comprising both the Infant and Family and the Community Action Services

It is important to underline the appearance of a concept, which would be developed in subsequent frameworks, and which implied an important change in the intervention: a multidisciplinary approach to those cases that may require it. It is not a completely new question. Multidisciplinary work is sporadically mentioned in the earlier technical frameworks, although it is neither developed nor given special attention.

Although the 1998 framework, in the same introduction, underlines the convenience of preparing a new framework document for the PEC, to incorporate changes in the organization of the Programme, **the framework was not to change until 2006. Nevertheless, in 2005, a "Manual of criteria and common** lines of action"[5] was prepared, to ensure convergence between all qualified workers involved in the programme. This Manual implied a great step forward in the definition of the work of the educator in the framework of the PEC, as it established common criteria for socio-educational action, for coordination with other methods (from schools, other municipal services...) and for the follow-up of cases with the SSB. It likewise underlined the importance of making the work of the educators with youth and their families visible. A key concept that is developed is interdisciplinary intervention and all that it entails at an organizational level. In summary, SSB and an interdisciplinary approach are two very important pillars of the PEC in the 21st century.

Innovations and improvements: fifth framework (2006)

After eight years under the umbrella of the same Technical Framework, its review and a new draft became necessary. The following aspects were defined and specified in the 2006 framework in a much better way than in the programmes of previous years (objectives, methodology, organization, intervention etc.). Improvements were also introduced. In particular, this framework sought to introduce three improvements that emerged from the general evaluation process of the programme implemented over 2004/2005. The novel proposals and/or strategies that it contains are as follows:

a. Prioritization of active interventions by PEC in the interdisciplinary approach of the SSB (a guide would be prepared for the interdisciplinary approach on the basis of this technical framework);

---

5   This manual was not produced ex-novo as there were previous documents that engaged with the ideas and key concepts found in the manual. These documents are: "Framework for the Interdisciplinary Approach in the Interventions of Baseline Social Services [Marco de Trabajo para el Abordaje Interdisciplinar en la intervención en los Servicios Sociales de Base]." (February 2002) of the Department of Social Intervention, and "Sub-process or Interdisciplinary Approach [Sub-Proceso de Abordaje Interdisciplinar]" (September 2004), also from the same Department.

b. Give greater prevalence to educational mediation directed at the integration of children in normalized resources. It therefore details that the fundamental task of the educator is not to programme resources.

c. Reduce bureaucratic work: through the modification of annual reports, programmes and deliverable plans, as well database inputs.

In short, after this framework, in the case of the database, changes were introduced during the period 2006-2008 and a more complex database was developed, for which a new manual of screens and instructions to facilitate their use was prepared in 2009. The changes introduced between 2006 and 2008 have their source in a previous work: the general evaluation of the programme completed in 2004-2005, which specifically pointed out, in its section on conclusions and proposals, the need for a **new database because of the following: "a new database where more emphasis is placed on qualitative** aspects and that is perceived as a useful tool for the daily work of the group of educators and for the other baseline professionals (in so far as some of the cases involve interdisciplinary work). The aforementioned database would have to be coordinated and related with GESIS, given that we are **reflecting one and the same reality, since the interventions are with the same families". These changes** in the database are a reflection of renewed interest in the evaluation of the programme.

Together with the improvements mentioned in the framework, we should never forget that both the Administration and service provider, IRSEARABA, were improving the coordination of the programme over those years through the preparation of guideline documents and manuals for action. Examples **are the "Manual of criteria and common lines of action.** Street Education Programme [Manual de criterios y líneas comunes de actuación. Programme de Educación de Calle]", **completed in 2005 by the Municipal Council and modified in 2007 and in 2012, and the "Guide for the management of** interdisciplinary approaches [Guía para la gestión del abordaje interdisciplinar en el PEC]" **(2007) of** the agency IRSEARABA, both of which seek to continue developing the concept of the interdisciplinary approach and its related procedures.

Moreover, the new context of the SSB was taken into account in this 2006 framework, in which the Programme was situated; the 1996 Law of Social Services, but above all the 2001 decree relating to functions in matters concerning the Social Services. The changes produced in the SSB relating fundamentally to the strengthening of social work, strictly speaking (with the reduction of the administrative burden), and to the strengthening of the interdisciplinary approach in various cases, strengthened the possibilities of the PEC to a greater extent.

In brief, these and other improvements covered in the 2006 Framework served to modify and to refine the PEC. There is a clear commitment in the municipal administration for the programme and its prioritization. Therefore, despite its long trajectory, rather than stagnating, the PEC was on the contrary reinforced.

Updating of the programme: sixth framework (2012)

The new technical framework was drafted within a new legislative context (Law 12/2008 of Social Services) following an in-depth evaluation process. One outcome of that evaluation was the "Study on the evaluation of the principal indicators of the Street Education Programme [Estudio sobre la evaluación de los principales indicadores del Programme de Educación de Calle]" (2012), in which the evolution of the indicators of the Street Education Programme are detailed between the years 2004 and 2012.

The 2012 framework document, as it declared on its front page, is considered an updated version of the 2006 framework. Although the texts of both documents were very similar, it incorporated changes that were not only included in this document, but also in the document "Manual of criteria and common lines of action [Manual de criterios y líneas comunes de actuación]", drafted in 2005, and modified in 2012, as part of the evaluation process. The following are among the most notable changes mentioned in the 2012 framework:

–   the age range of the target population was enlarged, from 10-18 to 8-18. This enlargement was made possible thanks to the reduction of the population between 10-18, which permitted an extension of the programme to earlier ages.

–   An effort was made to refer children and youth to the Programme through other professionals of the team and other external agents (fundamentally from the fields of education and health), through contact with community agents (associations, relevant people in the community, parishes, sports clubs...)

–   The assignment of street educators to a particular zone of social services did not mean that the streets that corresponded to the SSB or the zone corresponding to the PEC circuits and zone of influence had to coincide.

Finally, and within this context of updating the PEC, notable interest is expressed in this framework in bringing the street educators closer to social media and to its use in communicating with youth; but always from an educational perspective and with an educational intention, and to conduct good accompaniment, never to control. Therefore, an approach to the training of educational teams is understood to be necessary for the incorporation of these uses in socio-educational action.

Work with social media within the PEC is perhaps yet to be sufficiently well visualized. However, there is a clear intention to reach out to that other space, which is neither situated in the street, nor in the civic centre, and that is not a physical, but a virtual space, although it is very important for the children and youth in the programme. As from 2012-2013, a new line of socio-educational intervention was therefore launched called "Kalez kale"[6] with the idea of a less conventional intervention that is more suited to today (city-wide intervention, in different hours and other spaces).

---

6 Later on, it would be called Kale Berriak, maintaining "Kalez Kale" as the *name* that identifies and that is associated with PEC actions.

Organization and design of interventions in the PEC

The following section covers the most relevant points in relation to the Organization and the design of PEC Interventions.

1. The Municipal Programme of Street Education (PEC)

The Municipal Programme of Street Education is developed as part of the Municipal Baseline Social Services (SSB), located in the Civic Centres, with a community orientation that takes into account both the individual and the social environment. The socio-educational projects that it runs are subdivided into psycho-relational projects and socio-community projects.

The strategies that are followed for the intervention reflect the existence of shared processes to enhance their development. They are based on an initial needs-identification process that is important, given that it reveals the needs and identifies the individuals likely to receive socio-educational attention. The methodological strategies in use are put in place and developed through the principles of dialogue and collective participation. The professionality of the organization is also evident, because the phases of socio-educational action are coherently related with the principles of the programme, with participation as the key aspect and an educational worker who rehearses, practices, creates and reports experiences and carries professional baggage. At the time of designing the intervention, the need was underlined to conduct a continuous review of the reference documents (Technical Framework, Technical Project, Work and Management Plans), the ethics, and the spaces for dialogue and learning, in order to generate learning contexts that facilitate and support personal and group development. The value of collaboration in other external projects of a cross-border and supra-territorial (Erasmus + and Poctefa-Feder[7]) nature was likewise pointed out, which seek to promote the exchange of practice and knowledge with the European context on youth animation, emancipation, citizenship, and employability.

In this way, objectives are pursued through socio-educational action based on an idea of care and of **"good treatment" that seek to set peo**ple and the community on a path towards healthy and sustainable social development over time, identifying the people who are at risk, facilitating their recognition and enabling them to live through experiences of participation and integration that are contextualized, efficient, and agreeable.

Although the most pressing difficulties today revolve around the large scale of the project, which means reliance on sufficient resources to know about the information on the population of each zone and to equip the teams with everything they need (material resources, but also time for management, **coordination, supervision...), to approach the intervention from a global and community**-based

---

7 POCTEFA: POCTEFA 2014-2020 is the acronym of the Programmea INTERREG V-A España-Francia-Andorra; a European programme for territorial cooperation launched to promote the sustainable development of the frontier territory between the three countries. https://www.poctefa.eu/.

perspective. In addition, "the continuous dynamism of the programme means it is under continuous review and modification, and among other things, it requires the continuous training of educators".

In general, although the PEC had already been positively assessed in the 2008 Management Plan as a resource, there are some factors that have to be approached and that have required further in-depth reflection since 2012. Among them, there are references to different posts and to the involvement of professionals from different zones, to the need to incorporate transversal lines of work and to look more closely at the use of ICT (Information and Communications Technology). In fact, an explicit mention appears in the 2012 Management Plan of the costs of incorporating new technologies in the intervention and, in particular, inclusion in social media. It is considered essential to advance over coming years in their use, as they are a key question for interventions with youth, all the more so at present in our societies, a question that has been previously commented.

Likewise, the advantage of relying on a larger quarterly economic budget for each PEC team may be mentioned and the authority to reduce administrative and bureaucratic burdens; a matter very much in harmony with trends in social and educational areas. This change in the ways of working and recording the processes, in common with other professions and professional areas, frees up quality time and spaces for designing and planning the interventions.

With regard to the available human resources, the "users" require more professionals, so as to attend in an acceptable way to the needs that might arise. Nevertheless, it is also true that some professionals point out that an enlargement of the resources (more civic centres or more educators) will not in all cases assure an ideal solution to the needs that are proposed. An important aspect, not to be overlooked, is to maintain socio-educational action through the fabric of the community, interlinked in an associative way through informal relations and networked relations. One comment on this point was as follows:

… Well, something's happening here that we're not on top of, because in the end we cannot actually think that we have to create a professional for each family, or a professional for each case history. (…) So, this for me is a basic difficulty, … directly related to the activation of participative **processes and the people we're working with**. We manage to help them participate. It's not only a matter of whether we participate at an interprofessional level, as we're becoming very aware of that, but we've got to manage to achieve the participation of people, so people who are in the neighbourhood participate, families in education, in the associative fabric, in what you will. It's there that we have to win their participation, so as not to have more professionals than users when intervening.

At a community level, in addition, the difficult access that the professionals have to colleges and to educational institutes is on the one hand appreciated. And, on the other, the work with families, and with children and youth who have no visibility on the street. There are also references to the difficulty of accessing other collectives (older youth, people with mobility impairments …), given that there are still professionals linked to the field of education, in the opinions of the educators, who do not appear to have a clear view of what the PEC means.

2. The main keys for planning street education

Since its beginnings, the PEC has demonstrated with clarity that, in the first place, the intervention is done with the individual, that the individual plays the main role. In second place, the intervention should begin with the needs and interests of that individual, the detection and diagnosis of which through systematic observation means that the professional plays a fundamental role; and, in third place, that intervention is oriented towards the stimulation of autonomy and is at all times planned from an educational rather than an assistential perspective.

If there are two points that repeat each other time and time again in the data gathered on everybody linked to the PEC, they are "linkage/commitment" and "motivation". Within the team of professionals, that link with the programme and with the participants is born from a high sense of responsibility and professionality in educational interventions. It is clear that the link that they achieve is important and that it assists the achievement of the educational objectives that are proposed and, in turn, that they are of significant help to other social agents. One social agent made the following comments on the matter:

... a task that only that programme is capable of carrying out, in an informal setting, but with an impressive educational load, I'm not really even sure how that work can be done. ... it has a magical part of establishing links with youngsters¸ that activity allows work on conflict resolution, on control of relations between leisure areas and free time, but above all on access to educational and emotional areas, above all, for all of the youngsters at greater risk of exclusion.

It is considered that the PEC is a neighbourhood programme, being in the street, "going there", "knocking on doors", direct and continuous contact with people; a programme in which the professionals work with total availability, with a great capability for listening and offering responses to the needs of people and their talents.

The value that the community agents give to the work of the PEC is evident. They underline that the educators are aware of social reality from the street and that they very easily manage to have an impact on people, motivating them and transforming their vital reality, through the encouragement of skills for life in general, networking with other social agents and through freedom of ideas to design and to create projects.

With regard to the possibilities that the teams generate and their availability and efficiency, some social agents commented that the range of resources and possibilities is infinite and that in addition to working on the street, they establish links and relations with the Parent-Teachers Associations, the Learning Communities, the Berritzegunes [Support Services for educational training and education of the Basque Government Department of Education]..., precisely to advance in the accompaniment of young people and their families. A social worker commented the following:

...Berritzegune and us. We both carry out follow up of these children, each organization from its own perspective, through its own lens. Of course, there [in the Berritzegune], the children are in attendance, because they are the ones who truly know why they were on the street, and the specific

problems that they had. **It's not only about them, but** their relations with the educational centre and their families, in other words, the whole community process means that all of us are going to help this family; on the one hand, we have data, but more importantly, on the other hand, the street educators were the ones with the children in the pure reality of the street. And for us it was essential.

Likewise, the treatment of the children by these teams is highlighted, the high expectations and the positive vision that the teams have and their capability to help the other professionals to understand equally well that point of view towards youth.

… listening to them speak about the children from another perspective and it opens our eyes, it opens the windows, the doors, everything. It always gives a view from a super positive side, **… but in the end as they handle a lot of information, they're aware of lots of resources, they're** capable of entangling everybody in things like that and other things always crop up and always in a positive way.

If this were not enough, they also point out that the intervention with young people is very broad and that covering times that are acceptable for the needs of young people (afternoons and weekends), which is a strength in itself, because it implies, adjustment, closer relations and responses to the real needs of young people.

All of those aspects contribute to a successful intervention, to the creation of community fabric and to the enrichment of their own professional work.

However, some questions that need further in-depth investigation are needed. The interdisciplinary **approach is one of them that calls for greater reflection and work… It is not easy to construct a** common language and even, on occasions, to reach agreements so that professional attitudes converge. This need has constituted an important point on which work has proceeded and that has led them to draft a manual of criteria, precisely because of the need to seek common denominators and convergent approaches, although new advances are still necessary. All in all, the capacity of the teams to resolve issues and the capacity that they develop for coordination and connection are worth mentioning. It is important to point out that there is a clear feeling that the difficulties are confronted and solved as and when they emerge, because all the professionals have very clear ideas of what the organizational model is and where the socio-educational action is oriented.

The social visibility and assessment of the institutions that work in Social Education and, in particular, Street Education, are aspects that appear recurrently. In this sense, there have been important advances in relation to the educational centres and to the SSB themselves, but it is perhaps the real contribution of the PEC that would have to be made visible. It is necessary to underline the achievements with a social presence, not only with data, but with the participation of users who are, in short, those that give credibility to the numbers and give visibility to the important aspects of the **"invisible" work.**

Finally, although the responsibility and the stability of the intervention arising from the social policies of the city is evident, both structural and economic difficulties show the day-to-day educational reality to be both complex and complicated.

3. Methodology for the intervention

The methodology of the PEC is centred on the person and on the environment of that person. It is for that reason that the scenarios are changing: new people and groups, situations that require a specific approach as a response to their needs.

The nature of the actions, programmes, etc. that they design and put into action, are said to be found in relation to the real needs that the people propose. Beyond the homogenization, there is a more adapted look at the various individuals with whom the educators are working and the needs that those individuals present. Hence, the concrete diagnosis that they make is vital, because it will visualize the individuals with needs and will determine the needs that have to be confronted.

But, how does the process of accompaniment start? How to start identifying and entering into contact with the young people? What type of actions are proposed to them? The data reveal that the process starts in the street, sometimes at the gates of the educational centres, entering into conversation, **offering opportunities to become involved in complementary activities. An initial "hook" to connect** and to begin to instil a sense of confidence from which to begin the accompaniment are related **activities: sports, leisure centres, workshops, activities "normal" groups in the city... It can be seen** how this programme and the actions of the professionals lends support to growth, maturity, empowerment, and social inclusion in young people through those activities. The voices of the youth reflect how they feel motivated and increasingly integrated.

... before, I was quite withdrawn and didn't have many relations, however with them it was the other way round, I loosened up, and above all because it was easier through the activities, the sport, and so on, you integrate more easily with the others, as these are group activities, in groups, so either way there had to be some connections, there had to be some contact, and so on and finally you end up making friends, you loosen up, loosing that fear, and you get enjoyment from being in the group, being open to people and in the end yes, it helped me, yes.

The satisfaction of young people is perceived in the different activities that are proposed (sports **activities, prizes for projects, dance choreographies, the Pilgrim's Way of St. James, summers in France, knitting, music, beach excursions, the organization of 'fiestas', kitchen workshops, college** activities, videos, graffitis, inter-**generational experiences, 12clouds projects...), as is reflected in** various testimonies. One youngster commented:

..., there are many older people alone and for them to be here with us, as we are young people... From five to seven-thirty... And, well, we talked about our lives, and well, we laughed, we sang songs that they sang where they were young, and we have left more than one crying, but because of **the emotion that it provokes, in other words, not out of sadness, but that emotion ... You'd**

wish it were Friday, because there was a workshop with the, the grandparents, they were our grandparents, and, in fact, now, they still see you in the street, they greet you, they ask you how you're doing. To see whether you'll come around one day ...**It's too much, it's like everything we've been able to do is "wow!", and super, you learn a lot. You learn a great deal...**

While the educators consider that all these actions are still very much normalizing experiences, the contributions of the young people highlight, once again, the capability of the educators to underline small actions that have an educational and growth-related effect. However, an aspect for improvement in the educational intervention is proposed that is related with direct action with families not only in a family, but in a community-related area, as well as in the family-child mediation processes. It is considered that actions, whether talks or meetings, have to be planned specifically to approach those questions concerning the education of their children.

Revealing the keys of the educational relationship

The educational relationship is a key element within the Street Education Project. The model of the educational relationship has been constructed over time, even choosing socio-educational interventions through the educational pair.

The educational pair, as it is defined by PEC, is understood as a minimum unit of coordination of great importance to uphold daily work in each zone, with regard to support, contrast and empathy. The intervention begins with an understanding of the relationship that is really educational, as it is based upon a global rather than upon an instrumental understanding of the individual at the centre of the action. A female educator clarifies very clearly what relationship is maintained and what keys are important to construct an educational relationship with meaning and an effect on the growth of the people:

We begin with a relationship that is fundamentally based on a one-to-one relationship, on trust. The **young people "approach" and "accept" you in a voluntary way.** They are the ones that decide if they want you to be in their life. From that point, the results (positive or negative) are medium-to-**long term, although progress is observed in the shorter term (...)** The voluntary nature of that relationship, the link that is created is what makes it possible (or not) for the work to yield results.

Therefore, the educational relationship is founded on a voluntary relationship between the street educator and the young person who established a link between them in an informal space and who facilitates an individualized intervention beneficial for the participants.

But, what sort of person enters the programme? What characteristics do they present? The participants of the PEC are young people between 8 and 18 years old with personal difficulties. Both the PEC reports and the reports of the educators describe the destination population in the following way,

(...) in general, they present great limitations in personal areas, such as low self-esteem, unreal self-concepts, emotional instability, lack of independent skills, lack of self-control, which lead to weaknesses in basic social competences such as relational problems, inability to show an assertive, or empathic nature, difficulties in assuming responsibilities, communication difficulties, low frustration tolerance thresholds, insufficient capabilities to take decisions, etc.

In addition, on many occasions, these individuals have suffered negative consequences, due to the complex and the troublesome family situations in which they find themselves. The PEC reports indicate that the most high-profile risk factors within the family context in which the individuals in the interventions live are as follows: styles of parental discipline that are unacceptable, problems in group-family relations with the social environment (isolation, conflictiveness, very weak intrafamily limits and the outside world), lack of skills within the family when imposing authority and limits, multi-problematic and destructive families, and both children and adolescents who assume inappropriate family responsibilities for their developmental stage. In addition, it is worth placing those risk factors in a broader context in society, taking into account the changes that have taken place in migratory flows, in values, in the forms of sociability in education, and in new situations of poverty. The profile of individuals in the intervention and in the environment in which they are active can lead them to inappropriate and risky practices.

These complex and difficult contexts surrounding the individuals with whom the PEC works, as pointed out earlier on, has both personal and relational (free time, health, drugs, etc.) consequences in many areas of their lives. These risk situations have a contextual component (family and social surroundings) and a personal component. Hence, the intervention should be personal and contextualized, following a methodology in accordance with the areas of intervention: Individual/Family, Group and Community. In this way, the PEC approaches risk situations such as factors of lack of protection, exclusion, and conflict from the perspective of opportunity, developing and optimizing factors relating to both protection and promotion.

With regard to the educational relationship, the relationship gradually emerges during the process of accompaniment. In this way, gradually, the educational relationship becomes consolidated, converting itself into a fundamental element of the Street Education Project. The work of accompaniment is considered good practice, because it is understood as a source for the detection of risk situations and personal development.

In the first place, the strength that manifests itself in the relationship that is forged with the young people has to be made evident. The value of generating a link with them and the effects that the relationship and the accompaniment have at a personal, family, and social level. With regard to the relationship, the importance is noted of creating a strong bond within which trust abounds, and opportunities are generated to be able to enter into a relationship with other models and to connect **with the "talents" that each youngster has. The construction of a bond of trust is therefore considered** essential between them and the PEC participants. These are the two core themes that facilitate personalized intervention based on proximity and on contact, and on an egalitarian relationship where the individual at the centre of the intervention exercises free choice. It is a world of new opportunities

in which the educator is an important referent who is maintained over time, who is relied upon to share and to contrast situations, because he or she listens to the truth, as one young person pointed out: **"at certain points in time they came to be key people in my life".** The testimony of an educator clears up some of the keys of that educational relationship, indicating that: "listening many times to their points of view and beginning from "zero" in the relationship demonstrating trust in their capabilities and possibilities marks **the difference", or the testimony of a young person who affirmed that, "they listen for as many hours as needs be".**

The young people therefore define the educators as guides who have helped them face up to the necessities at any one point in time and they become key referents in case of needing help. The young people have access to the educators and that is a great strength of the programme. Beyond the leisure, the young people feel accompanied in many areas of their lives.

In consequence, one of the strongest aspects of the PEC relates to the figure of educator. On the one hand, the programme takes gender differences into account when creating the educational pairs. It is considered important to be aware of the referent genders in each zone, because that information helps decide on different educational references and models for children and adolescents (Proyecto Técnico, 2012). On the other hand, the attitude of the educators is an essential factor for the smooth development of the educational process. The participants of the PEC consider that certain traits are necessary to be a good street educator, such as being dynamic, open, capable of listening and of understanding, and empathizing, and having a degree of patience. These personal features are considered the basis for the creation of the educational bond. The affective bond leads the young **people to name the educators as "big brother", "mother", "father", or "sister" and to consolidate a** relationship of respect with them. Some young people, when referring to the PEC, point out that they are like a big family. The young people achieve more significant emotional support and assessment in difficult situations, and they relate many of the positive aspects of their actual life with the stage of street education.

With the passing of the years, the participants of the PEC hold onto a feeling of nostalgia, a positive look backwards which leads them to thank their educators for everything that they have contributed and the treatment they have received. Many young people start to understand the meaning of accompaniment, pointing out that:

And now I start to think and I say to myself, if it was for me, she didn't come for no reason, she came to look for me at the school. And to stand at the school gate so tha**t I wouldn't** want to get around the time with her, which in the end did me good, because I also got things **off my chest and perhaps wouldn't go back to my home that was so "humph"** (...), if they go **there it's for you, because** they are concerned about you, what you leave undone concerns them, as there you are, without doing a thing or unhappy with your life, or saying oh! I haven't done anything with my life or whatever it is. **If they go it's so that you take life a little more seriously,** do more or do less, but you feel good about yourself, to put it like that, if you know what I mean?

It has been confirmed that the affective bonds constructed during the accompaniment persist. The relationship between educators and young people is maintained even though they are no longer in the programme. Many of the educators acknowledge that they continue to maintain a relationship during chance meetings in the street.

Despite all the strengths and effects mentioned earlier and the important work of street education, the educators have to struggle with various difficulties, such as greater or lesser visibility of their work. Despite that, with the passage of time, the PEC has little by little been gaining more visibility and legitimacy.

However, the difficulty of visibility goes beyond the presence of the PEC, as it concerns the identification of the individual targeted in the intervention. The fact that some children are not visible in the street implies a great difficulty. This invisibility is due to new forms of socialization and because the street is no longer a place for socialization. The educators and those in charge in the municipal council pointed out that:

This invisibility has to be detected. Before I went to hidden places on my visits, at unsociable hours, but they were there. **Now you have to find someone you don't know exists, because he or she hasn't been detected,** who is playing at home.

The fact that some children are not visible on the street implies a great difficulty, with these children, and **situations of need, certain problems can be detected in these children... some are no** longer so visible on the street.

Faced with these difficulties, new strategies have had to be constructed, such as making use of new technologies that help to improve communication with young people, but also with the objective of revealing the work of the PEC to other publics. The educators are having to adapt themselves, therefore, to new forms of relationships. The new forms of sociability have changed and the street has lost weight, and social media now occupy a very important place. The relationship between the educator and young people has therefore had to change to adapt itself to these new circumstances. It has implied an added difficulty, as one educator made clear:

The new streets are the whole social media, because they have changed a lot. (...) So, this in itself means that we have to be even more present on the social media. **To see what's** happening on the social media, and the street work less so. These are difficulties, in other words, **... times are changing...**

Therefore, the indicator that suggested that young people passed more time in the street has been waning. And that has led the educators to work in a virtual space as well. This situation implies that the educators are trained in a new context. The use of new technologies has also implied a transformation in the time and space of the educational relations. Accessibility to educators has increased, the new technologies offer young people the possibility of addressing them at any time. However, this can bring with it consequences for working hours and the educators affirm there is a

need for greater care in case of excessive exposure. They pointed out that "the rights of people are stressed, but not the protection of the professional and at times the professional is very exposed".

Together with invisibility, another of the consequences of modern-day society is the weak stability of the more precarious sectors in relation to housing and it becomes apparent in the repeated changes of address of some families. This removal of children from one neighbourhood to another entails other types of difficulties when working towards inclusion. Both the educators and their managers in the municipal council underlined this new difficulty:

When I arrived, the children were not moving, in other words, they were in one zone of the city, that is, they were in this one, and what we saw, what came next, was a load of changes of address, that is, what we saw over the following years, a lot of changes, so the children are no longer like, I was in my neighbourhood and I meet up in my neighbourhood, but instead, I relate to other groups, I have other friends in other places, we get together in other spaces, and as things were like that… this idea of my zone of influence has become flexible, but we find children in my zone of influence who are from other zones, and who are even here, and that's one of them…(…). And that meant a difficulty in the sense that you had to coordinate some educators with some social workers and with some psychologists who are not at the same centre, who didn't form part of the same team, so that's one of the points that was also included in one of the evaluations, that are still included, as difficult points…

Another of the difficulties that was detected happened during the accompaniment process. Some participants affirmed that the accompaniment on occasions has not been easy, due to the obstacles that that the participants themselves raised. One young participant pointed out that "there are people who let themselves be helped and others who don't let themselves be helped". However, having overcome the initial barrier, it was easier for bonds of trust to emerge. Therefore, the educators confirmed that the accompaniment and the construction of the personal relationship with the participants is a costly and time-consuming task. In addition, the growth and the success of the PEC has also entailed an overload of work for educators. The excessive volume of targeted individuals has complicated the work of the educators.

In short, the model of an educational relationship that the Municipal Programme of Street Education has today is one of its greatest strengths. Thanks to that global understanding of the relationship, it is possible to create bonds of trust with individuals that assist a personalized intervention. That bond of trust allows young people to be guided by the educators, going beyond leisure. Among the strengths of the educational relationship, we would underline the profile of the educators and the affective bond in that relationship. Likewise, they highlight the effects of the PEC both on people, on the community, and on the educators.

Despite the potential strengths that overlie the educational relationship, we should not forget that there are some difficulties that have to be confronted, but thinking over the difficulties can help us to achieve even more improvements in the educational relationship.

Effects of the educational relationship

The programme and the socio-educational action developed by the educators with professional ties to it certainly has immensely worthwhile consequences for both the people that access it, for their families, the relationships between families and their children, the community of Vitoria-Gasteiz, and the educators themselves. We shall progressively unravel these effects that, in turn, imply the reinforcement of learning processes both in people and in the community. A general statement of an educator on the impact of the programme and of the intervention is one example of that, "It is true that we do not carry out neutral interventions, you cannot (nor in my opinion should you) be neutral: we have to be aware that our actions generate effects."

In the first place, we shall refer to the personal effects, those that impact directly on the individuals towards whom the socio-educational action is directed. The effects of the programme refer to numerous learning experiences. Among which there are: a) the selection of goals; b) increased motivation and commitment towards personal progress; c) development of strategies that subsequently open the door to employment; d) personal growth and maturity; e) development of emotional intelligence, becoming aware of their emotions and knowing how to identify them and to express them as well as understanding more complex emotions, although they occur on a daily basis; f) contributing to the progress of their community; g) facing up to and confronting interpersonal conflicts.

Street education transforms the reality of life for many people, through which life skills are encouraged and the people are helped to grow as individuals. As is expected, these processes of accompaniment have positive effects and of empowerment in people. There is support for growth and greater maturity with which people acquire trust, security and social and relational skills that are so important for life and for social inclusion. One young person affirmed that thanks to her educators she had gained different tools to face up to life:

They've helped me, well, with certain patterns of life, I don't know, independence, knowing how to choose leisure activities, seeing the different... Let's say, in Vitoria it's... there's a very, very wide range. So, knowing how to choose, or let's say, according to my preferences, not according to the preferences of my friends, no, according to my preferences you've got so many places, and that has been more like opening myself up to the range of tools, the things that I've got, to be able to use them, therefore... And today, well, I know that they're there, that I can... if I have any doubts, I know that they're there and that they're going to help me.

Likewise, the families believe that the support has been crucial in the positive development of their children. And it has helped to improve relationships and communication between them.

The impact that the programme has for growth and for the development of the quality of life of the people who involve themselves in it is more than notable. So, the educators are therefore aware that their actions and the scope of the programme, as a whole, impacts on the individuals. One educator put it in the following way:

Small gestures or attitudes of the boys and the girls with whom we are currently working, comments and meetings with others with whom we have intervened in earlier periods (months or years) mean that we understand that in some way what we are doing is important or, at least, it has left some trace in their life.

Thanks to the PEC, the young people have managed to see that they can understand and handle their emotions, resolve conflicts of an interpersonal nature, renegotiate hidden roles, choose possible goals, feel part of something; they have developed their critical capacity, they have achieved greater personal **independence and have developed their resilience... Young people come to feel important during the** process of accompaniment, a key question for their self-esteem. They therefore recognize the positive effects that the programme has had and the way it has helped them in their integral development as people. The testimony of a participant referring to a steep learning curve about herself and of a council manager commenting on the value of the programme for young people highlight its effects:

They also teach you to grow up, let put it like that, to mature mentally, physically, **psychologically, let's say in every way,** no? Because they also teach you a little about how to relate to others, to think, to speak, to...

Well, basically to discover who I am. **Because I was very lost, I didn't know who I was. So, OK, I was** a 12-year-old girl, but, but they have helped me to discover who I am, to value myself a lot, to feel safe about myself, **because, I don't know, well, they have always told me: You, you're supe**r **extroverted, you talk to everybody. They've also** taught me who to trust and who not to trust, because I trusted everybody and then they'd give me heartache all the time, in other words, basically **it's that they've helped me know who I really am and to be** faithful to myself, and to say no, **because before I didn't know how to say no**.

In this sense, the participants of the PEC as well as their families express a lot of thankfulness. Hence the importance of highlighting that the families believe that the assistance of the educators in the development of their children in life has been fundamental. On occasions, they are considered **indispensable, one mother pointed out that without the street educators, "I thought that we had** failed. I as a mother, my son would not who he is, who knows, he would even have finished up in **drugs". The intra**-family communication, in addition, has in many cases improved the PEC.

Street education, in addition, opens the doors to new training opportunities, and, definitively, opens up a road towards inclusion and the construction of a positive personal and social project for both **young people and their families. Another educator pointed out that, "because of the socio**-economic circumstances of many of our families, many of the users have training opportunities, practices in **leisure work, inclusion, exchanges to which they would not otherwise access". Among the personal** effects of the PEC for some young people, there is also the fact of having contributed to their future careers.

Thanks to the street education, new bonds and networks of friendship have been created. On occasions, these new networks have been the foundations for intercultural coexistence. This interculturality that takes place within PEC is positively valued among the families, as a means of

growing up, socializing, and maturing in many senses. In turn, participation in PEC for immigrants is a way of entering a social support network, for leisure, health, and personal, and, even, family reasons. One participant put it like this:

It brought us all together. **We were getting on badly, that is, among Arabs, don't know this and** that, whatever. A school there, it looks more like a jungle that school where we were studying, thanks **a lot, I don't know! Well that was good for us, wel**l, to get on with everybody, to eat food from different **countries, not to give anyone downers, or whatever. And although we're all lads, some of us boys,** well, and no. It meant that we all got on like brothers.

The effects of the PEC on the young people also impacted in a positive way on the whole community. They themselves affirmed that they had become the educators of the next generations. Today many of them continue to maintain contact with the project and with the new participants. It would be one of the most important effects on the community: the creation of sociability for intergenerational care.

Likewise, it can be affirmed that the PEC is increasingly naturalized as part of the community. This presence is because the orientation of the programme towards people at risk and without protection is losing weight; the programme is directed towards the community in general, as well as to the own lives of the participants, who despite having overcome risk situations, continue to maintain that relationship with PEC. Therefore, the personal effects of the PEC would start to become transgenerational.

As we pointed out, the effects of the PEC go beyond the personal, as the educational actions are directed at adolescents, but also at their environment (at their families, peer groups and community), because they are socializing agents of the individuals that are targeted. But, without forgetting the families that are acquiring importance in the construction of the educational relationship. Thanks to the continuous improvement of the project, the interventions are increasingly interdisciplinary and the families increasingly acquire more weight.

Hence, the social effects are produced because of working from a community perspective, through which visibility, recognition, incorporation of voices, knowledge of the broad networks of the city, its resources in terms of leisure and health at a personal and family level are the mainsprings of the effects on the community. Perhaps these will not appear with so much force as the personal, but they are also very present. We can reproduce some reflections in relation to the community level:

At a community level we give opportunities for people and to groups accustomed to invisibility to assert themselves and to make themselves visible, for which reason the opportunity is created for them to be protagonists, for their environment to be known, for their opinions to be **taken into account (…)** The programme makes exchanges possible at the level of society and changes in the image and the perception of society towards certain stigmatized groups. Bridges are being built, demonstrating that things can be expressed in another way.

New perspectives for the possibilities of Vitoria-Gasteiz at the level of the city are created and gaining greater autonomy and access to normalized resources.

Through street education, young people know the agents and associations in their environment, and networks are created that, in short, favour coexistence.

However, the effects not only appear to occur in individuals towards whom the PEC intervention is directed, nor does it only have consequences in the community, but it also leaves its mark in educators. It is a bi-directional process of humanization, as Freire (1970) would say, and for personal and professional growth upon which, they appear to understand, reflection is needed. One educator proposed various questions to study that bidirectional effect in depth, to understand not only that twofold direction, but the responsibility that lies behind each socio-educational action. She commented:

The debate could be turned on its head: what have the people with whom I have intervened contributed to my life? What has their impact been? The family, father/mother, extended family **(grandmother, aunt, cousin...brother**-big brother) have been involved in the process? Or perhaps, was it decided at the time that work would go ahead solely with the underage person? I think that this **continues to deserve some minutes of silence (...).**

In this area of the effects on the personal and professional life of the educators we have also found various references in which that bidirectionality is recognized. One young person argued that, **"because, as they teach us, we have also taught them something...". This can only happen when it is** understood that socio-educational action is directed by dialogue, by active listening and by a deep connection with the people and with their potential strengths.

The evaluation of socio-educational action in Street Education

Regarding the evaluation, we find ourselves facing two levels of evaluation, which have different objectives and, which therefore require different data and instruments: evaluation at a MACRO level and evaluation at a MICRO level.

1. The Macro-level evaluation

The objective at this level is the evaluation of PEC in general, as a specific programme of intervention: with the aim of optimizing the resources used in the programme and adjusting them to existing needs. It also has the final end of controlling the work performed in that programme in compliance with the mission of controlling the services that are supervised and the appropriate use of public resources on behalf of the public authorities.

In this respect, there is an awareness that the evaluation will serve to justify the programme and to guarantee that it is complying with the aims for which it was set up, as it has benefitted from many resources. It therefore requires data to be able to continue justifying its needs and value, as well as evidence to support its evolution. The following words of a programme manager, for example, reflect this idea:

Because that is one of the indicators that allows us to assure that the programme is necessary and that the objectives are being met **and that… in the end, it is not based on what each person thinks** it should be, but something that is structured and that allows us to say that there are so many young people that have achieved the objectives, so many that have not achieved them, and that we are able to assure that this programme is necessary and that it has to be strengthened and in addition, there are aspects that also serve to justify the need, and in any case, to make changes and modifications to achieve a programme that fulfils the mission for which it was created, no? And for which it has been strengthened and for which there is a multitude of resources put into action.

Since 1996, the instrument used in this evaluation plan is a quantitative instrument, in other words, a database in which numerical data on the different dimensions of PEC are stored for the measurement of the effects of the programme, from a quantitative point of view, on the target population. We can underline that the completion of another type of evaluative design, in which the role of the users would assume greater importance has, since 2012, been considered of great value and a potential strength.

2. The Micro-level evaluation

In the Technical Framework of 1998, evaluation appears once again as a key theme to be systematically observed. But it is also critically observed, given that it is still only based on the analysis of the quantitative data that are collected. It may be pointed out that the fact of giving priority in the evaluation to quantitative aspects, without complementing them with data of qualitative nature, means that the opportunity of having very valuable data for the analysis of more meaningful educational data is lost. Such information would yield a more efficient understanding and more contextualized in reality, of the causes of failure, of the successes, as well as an understanding of the aspects and areas for improvement.

The following testimony of a social educator corroborates this idea:

Well, I see one of the difficulties that is, the difficulty of reflecting and quantifying the impact of the **work that we do, it's very difficult in the annual reports, there's something there that the bonds that we've formed** from the reference organization that we are for those young adolescents, that is not **quantified, it's not measurable, and therefore, all well and good, but it's also there, it's a** handicap that we have when justifying the programme and to see the impact that it really has **on the population with whom we're working.**

This micro level is therefore centred on the evaluation of the individual and/or the group processes of the participants and, in particular, it is centred on the evaluation of the effects that the processes have had on the participants. This question has been and still is an area of fundamental reflection for some of the educators.

On this point, the debate over how to measure the impact of the interventions makes itself felt very strongly in the discussions.

Thus, some educators have contributed some qualitative aspects in which the effect that the programme has on the people that join it can be clearly seen. All of these aspects are related with maintaining the educational relationship and with continuing to be references in the life of those people:

It's an assessable point that a person calls me after 5 years to ask how to cook lemon chicken (I'm a person in mind). Or does it have more weight that she calls me to tell me that she has to take an **AIDS test. Or if I'm having a coffee and a friendly waiter asks me if I recall him, because many years** ago I was with him once a week. Or if a mother or a father is able to call me to tell me their hopes, **experiences…**

Small gestures or attitudes of the boys and the girls with whom we are currently working, comments and meetings with others with whom we have intervened in earlier periods (months or years) mean that we understand that in some way what we are doing is important or, at least, it has left some trace in their life.

The documents written after 2012 (2012 and 2015 Technical Project) attempt to collect these different evaluation plans, one more quantitative and the other more qualitative, in the following way:

We propose an evaluation system that can be situated midday between the qualitative and the quantitative, needing both extremes as part of a system of continuous improvement of the intervention itself.

Different instruments were specified in the 2015 Technical Project that have to be used for the completion of internal evaluation. Instruments are combined in this list the purpose of which is to carry out a macro evaluation of the PEC work process that area more quantitative (the data base) and others that are centred on the evaluation of more micro aspects of the individual or group process (the evaluation of the initial situation and the evaluation of the process that is followed), for which tools are used of a more qualitative character.

We can also see that the need is contemplated in this document for the participants to form part of evaluation processes, above all those aspects related to self-evaluation and co-evaluation: in concrete, their participation is necessary in the educational contract, in the dialogue sheet, in the self-perception questionnaire and the session follow-up sheet. The 2015 Technical Project explains it in the following way:

Taking into account the criteria established in the present project, we understand that the children, adolescents and the educational community itself should participate as evaluation agents proposing the following tools to guarantee this rule at both an internal and an external level.

Regardless of the evaluation level in which we find ourselves, the idea that all the effects cannot be seen in the short term, but need to mature over time and an impact evaluation that reveals the evolution of people, their greater or lesser growth; as well as the idea that the evaluation has to be procedural and dynamic is very present, above all in the PEC-related documents.

Finally, we have also noted that some educators are aware of the difficulties that they have with the management of evaluation, because, above all, they understand that those periods reduce their time for direct action with the participants. Although they also very aware that it is a fundamental factor of their work:

I believe that we've a very important stopping point ahead and that we have to structure our part of the work much more, i.e., in such a way that when we're going to carry out a project, ... we have to **have deep reflection first of all, which is what I do when I have to fill in the... evaluation** sheet, when I have to propose a concrete objective, why do I have to change that objective, because I have not put down the same information as in the database? Or why do I have to propose new objectives, because it is clear that one-hundred objectives will never be valid for all children on the programme, will they, for all the children? Therefore, it appears to me that we can leave that part out, the whole part of the evaluation, the whole part for the importance that it has.

Curiously, the perception of other agents interviewed is that the group of PEC educators is a very demanding group that is continually undergoing a process of evaluation, reflection, and change.

Relations with agents and agencies linked to the PEC: understanding the interpersonal relationships

The size and the extension of the programme that is developed today in ten different zones of Vitoria-Gasteiz in which various social educators intervene means that establishing common lines of action, some minimum standards common to the whole professional team of the PEC, is a costly process. The "Manual of criteria and common lines of action [Manual de criterios y líneas comunes de actuación]" was written in 2005 precisely to encourage unity of action. It implied a step forward in the convergence between professional when focusing and acting in the open air. This document is of great value, because it constitutes material in which certain common criteria are expressed to be taken into account when intervening and understanding the socio-educational process in street work, especially with regard to the following questions:

- Topics and matters that in a direct or indirect manner are the competence of the PEC.
- Interdisciplinar intervention in the cases.
- Community programming in the PEC interventions (Educational Mediations).
- Interinstitutional and interservice Coordination.
- Street Education Programme and uncivil acts at Civic Centres.
- The follow up of cases to which the PEC attends when the families receive attention at other Baseline Social Services (Servicios Sociales de Base) (SSB) or Specialized Services (Infancy, Norabide, Instituto Foral...).
- The "visibility" of educators in the intervention process.

- The process to follow for the introduction of data on young people assisted in the Street Education Programme. The PEC database.
- Administration and control of the PEC Programme finances.

The 2012 Technical Framework offers some indications with regard to the relations with other agents, when attaching greater relevance to interdisciplinary intervention and the work of educators with the families of young people. Among the new proposals that the framework highlights and that are **coincident with the second "Manual of common criteria and lines of action [**Manual de criterios y líneas comunes**]", also published in 2012, we would highlight the following, which underline the** questions to take into account to advance and to improve coordination with agents and resources:

- To develop more continuous and stables spaces for coordination with the other professionals in the teams and with other professionals and external agents.
- To facilitate communication and fluid coordination between street educators and other professionals from the SSB when the families of the young people are assisted in other areas.
- Strengthen the points of access to the Programme for children and young people through the other professionals in the teams and other external agents (educational and health areas, fundamentally), through contact with agents in the community (associations, relevant people in the community, parishes, sports clubs…). In this process of improvement in the structure of coordination there is a key aspect that has conditioned the way of understanding both internal and external coordination within the PEC: the progressive integration of the programme in the SSB.

On the one hand, the possibilities of synergies and a multidisciplinary approach. In this way, the relation, the coordination, and joint work within the framework of the SSB were positively valued in different Management Plans. As reflected in the 2012 Technical Project and in the 2015 PEC Work Plan, in which the coordinating structure was refined to improve its quality.

With regard to internal coordination, the following strengths may be highlighted:

a) A well-formed coordinating structure in which emphasis is given to the coordination of the teams for each zone, to global coordination, and to supervision. This structure assists communication within the team, who hold weekly meetings for the exchange and comparison of information and other monthly training tasks. External supervision of the team is also positively assessed.

b) The liberty and fluidity of the programme is highlighted as an opportunity for professional improvement and an effect way of preventing stagnation.

The following positive elements are highlighted with regard to external coordination:

a)   The reference of the Civic Centres is a powerful component of the programme, because it not only facilitates coordination and joint action between the different services, but it is also a reference space for the population of the neighbourhood and, therefore, a key space to assure equal opportunities.

b)   The historic path of the human team of the agency IRSEARABA linked to PEC in relation to their participation in local and international networks with POCTEFA Dynamo, etc. This participation in international and local networks is an opportunity for enrichment, contrast, and reflection, as well as active participation in Erasmus+ research projects and visibility, for which reason it is still reinforced in the different Management Plans.

There are also some aspects for improvement to which attention should be paid. In the first place, internal coordination. The complexity that it can on occasions have is highlighted, when linking criteria in a broad team located at present in ten different zones. The professionals are not only different, but despite having a clear organizational framework, can arrive at diverse interpretations of the common documents. It has to be affirmed, however, that an immense effort has gone into establishing a single shared model, but due to the diversity and the territorial dispersion of the team, work has to continue and attention paid to ensure the minimum standards with regard to the PEC model. Greater dialogue and reflection is therefore required.

External coordination has also to be further examined. References are still found to lack of knowledge **and to the visibility of the work of the PEC… One social agent commented that "they [the external** agents] are the great unknown workers. But once you know them and the work that they do, you **begin to appreciate them".**

In this approach to the relations of the PEC, both at an internal level and in the framework of the SSB and in connection with community and network agents, various key aspects were collected for their smooth development and to continue moving forward:

1.   Relations and administrative burden. The administrative tasks, data collection, etc. are sometimes seen as an excessive load. The fact of covering ten zones, the large-size of the PEC team, linked to incorporation in the SSB, has as its consequence an increased administrative burden. **The challenge is to seek and to find a balance between collecting and sharing "useful"** data and not neglecting socio-educational action. More specifically, one educator commented that:

There are different sorts of relationship. The core is the educational pair, then being in the team, and then the whole team with the SSB and after that with the other agents. This implies many people who are working at different paces and who have to be coordinated. The information to be managed increased fourfold. There is more administrative and bureaucratic work.

2.   Coordination. As regards the meetings for coordination, despite the effort that has gone into making them operational and to increase their efficiency, it is necessary to continue working **for their improvement. As one community agent said, "in the end they mean very long**

meetings, …, very tense at times too, because there is a lot of discussion and emotion on the table, and therefore well, this has to be changed."

3. Internal relations and feeling of belonging. It is observed that working the feeling of belonging and involvement with regard to the programme and not only within a particular zone is a key question that contributes to the cohesion of the team as a whole. Having a vision of the **globality of the programme is important to avoid working as if on "islands" within it. In this** way, very important steps have been taken to unify criteria and to establish common minimum standards with regard to the intervention and, an effort has also been made to carry out inter-zonal projects and initiatives. Even so, it is understood that strengthening those projects in which more than one zone is involved and the design of activities that could include all of them is an important aspect to develop. Finally, it would be desirable to put into action an **intentional work process around the "feeling" of a global team of the PEC, working from the** teams of each **zone and encouraging a minimum shared "ethos" with which everybody** identifies through their participation in its construction and that they really feel as if it is theirs. On this subject:

… right now, it's one of our internal campaigns, forming a team, a team aware that the proper **development of the programme and everybody's hard work is in everybody's hands. And it's something that is proving hard, I don't know, well anyhow, I think that it's one of the great challenges that we** have, to see ourselves as a team, the programme educators, and to see how to be able to sustain the whole programme, to make it your own.

4. Relations in the framework of the SSB. The locations and joint work within the SSB are both a success and an opportunity. However, the identifying traits of the PEC as an underlying value of its model of intervention have to prevail. As pointed out, flexibility and adaptability form part of this programme and these questions can, on occasions, clash with the timelines established in the organizational framework of the SSB. The interprofessional scope increases, but it is important to remember the idiosyncrasy of the PEC through its socio-educational action understood in a community framework and a collaborative social fabric, precisely to guarantee the inclusion and the empowerment of people. It is therefore important to bear in mind at all times the purpose of the task and the socio-educational commitment that the professionals linked to the programme all share. Moreover, a legal framework is available, in reference to the portfolio of social services, in which street education is present and that empowers the socio-educational action developed on the programme. We have to take into account that the street education team undertakes very valuable, and unique community work involving direct contact. It is therefore given great potential to create community networks, between people and services and it also fulfils a function of bringing services closer to the community, among which the SSB of which it forms part. So, it maintains a strategic relation with educational centres, an important aspect to continue exploring and strengthening as part **of the "educational community".**

Training in the Municipal Programme of the Street Education Programme (PEC)

There are two constants that appear and that are both convergent. On the one hand, the reference to the value of training, because it assists the dynamics of action and professional quality, and the need to express it, given the complexity of socio-educational action and the dynamism and evolution of the programme. On the other hand, the need to understand that the training has to be lifelong, throughout the professional career. Its importance is, likewise, rooted in its consideration as a key factor to assure and to impact on the quality of educational outlooks and action. It is for these reasons that the necessity is assured to define an annual Training Plan that satisfies the needs expressed by the professionals for training.

Its value and its meaning are understood both by the managers of the Department of Social Policies and Public Health of the Municipal Council of Vitoria-Gasteiz and by the team of the agency IRSEARABA in its work plan, management plan, and in the technical framework. Moreover, there is the conviction that training is not only indispensable, but that it has to be continually stimulated, because society is in constant flux and that social dynamic reveals new themes to be approached, problematic social and educational areas that have to be faced that require professional training to know how to confront them. In addition, the dynamic nature of the programme itself means that the human capital responsible for it must be updated. Those professionals therefore require continuous training. These ideas are reflected in the testimony of a technical manager:

As in other services, we understand training as a tool and a resource for the Programme itself, with a view to favouring the dynamics of more compact action and of greater professional quality and so that, in the final analysis, it is positively returned in a direct way to the participants in the Programme.

On another note, the speedy advance of ICT is also leading to new ways of maintaining the educational relation, which requires a specific training approach. One educator referred to that professional need **for lifelong training, pointing out that "(…) we have** the obligation to continue training ourselves, **to continue creating, and claiming. We have to adapt to new generations".**

However, what is understood in terms of training?

It is a very broad concept that covers all types of training actions that, in very global terms, impact on the professional development of the street educators. All these actions (training modalities and work topics) oriented towards the professionals linked to the (specific) PEC Training Plan are annually incorporated in its General Training Plan. The agency IRSEARABA designs and manages it all. The training is, therefore, a central plank for work in the PEC, training that is cared for throughout the process; detection of needs, design, starting up and evaluation. A technical manager pointed to its value,

(…) **because** you need refresher courses continuously, **etc., etc., and (…) there is a twin track, that is… the** company itself has an obligation to train these workers and to the extent that it has been advancing with the integration of the educators in the teams, it has also benefited from other parallel trainings organized by the city council and the specific department, … I'll give you, as **an example, if there's been training, for example, on sex abuse and it's been organized by the council, that has invited the street educators, so that they can attend, because it's a topic… that's both relevant** and specific and it therefore **means that they need to have a training that's up to date.**

And, how is the intervention designed in terms of training? The data highlight that there is a complex overview, in this case because of IRSEARABA as an agency, of what the training is. Moreover, we would say that we face a broad overview of how to produce professional development, in short, professional learning. On the one hand, a basic philosophy is underlined that integrates the important keys to be learnt and to develop in the related educational relationships. First of all, through becoming aware of the responsibility that the educators assume in their educational actions; in second place, that relation has to be constructed on the basis of respect and, in third place, it is essential that the professionals have, on the one hand, a solid theoretical foundation, and a positive attitude towards theoretical-practical reflection that, in addition, should begin to be inculcated from the start of the professionalization process in the initial university training. And, on the other hand, ethical values related with respect, professional responsibility, an attitude towards continuous professional improvement, solidarity and collaborative work would have been taught since the initial training, which shape an open, reasoned, and dynamic professional culture. One agency manager put it more succinctly:

Look, it's clear, I think that above all, ethics, values, where are the limits, and respect. **I don't** know, to be more aware of the responsibility that they have, to develop that responsibility, because you are in communication with people and what you construct with that person, comes out in your words, so that they must be aware of the impact and what they can awaken in the other person. Well, coordination is very, very important… and I also think that the people who go through university, its necessary to insist a lot that they have to return to reading, and profound reading of basic aspects.

This philosophy contains another basic principle, which is that training, and more specifically the training plan, has to have, in addition to the explicit needs expressed by the educators, the following reference: diversity and adaptation to social complexity and, in consequence, to emergent social and educational topics and to those that have to be faced up to with knowledge. On this point, the agency IRSEARABA expressed itself as follows:

We seek to offer a programme that is dynamic, that is alive, **as such, we're always ready to offer** a very varied training, very dive**rse, that people, well, I've some experience, I don't know, in drugs, and at the same time in gender, in interculturality, ok, yes, support for that has to continue (…)**

However, the purpose of this approach is not to go over topics, but to generate a climate of engaged reflection upon them; because these realities appear in the daily educational tasks, for which the

educators have to be prepared and certain of providing educational responses. However, it may be observed that this form of understanding the direction of the training towards professional growth is not always shared by all the professionals. It is even possible to find more consumerist than productive or reflexive behaviours.

All these ingredients are found in the foundation of the training plan of the agency IRSEARABA. It contains different lines of action and it therefore presents a specific training model articulated around: internal training oriented towards people that join the educational project, external training, driven by other organizations and institutions, and the transfer of knowledge constructed within it, reflection around emergent socio-educational topics, supervision, and internal training.

However, some "obscure points" are also proposed that require, at least, some revision. Despite having the annual commitment to propose a training plan, the difficulty arises of doing so completely, given that new offers appear over the years that are connected with the needs as they arise. This difficulty is not only present in this agency, but it appears to be a common problem in other agencies in the sector, taking into account that often over summer periods from June to September the volume of the offer is usually less.

Another difficulty that is pointed out is connected to addressing training needs both at the time of incorporation in the professional world and during the career path that is followed within it. Both can be related to possible failings in the initial training, or to topics of great relevance for socio-educational action that require significant attention and reflection. There are, for example, questions that are to do with the construction of a common language, with the educational outlook and with the basic keys of interpersonal communication that are very important to know, so as to be able to move towards and to generate a favourable context for socio-educational action in the street. In this **way, a clear "nod of the head" is given to the initial university training. More specifically, some advice** to the academic world to reflect on training curriculum and on the ways of grappling with it. Likewise, it is pointed out that the professional world has to take an in-depth look at the common language and together with the educators to think of ways of working with it.

The training, as we have finally been able to appreciate, is an area of strategic action within PEC from both the municipal perspective and the agency IRSEARABA. So much so that new steps to move forward are indicated that would mean being better adapted, through the training, to the needs that are currently emerging. In this way, certain challenges arise for the future beyond the annual diagnosis of needs. Among them, we can underline the creation of a map that represents the professional capital, in so far as knowledge and methodological strategies are concerned, that is available; take the leap forward in the training for teams, the training for Team-city, with a more communitarian view of the conceptualization and the design of the training and integrating professional diversity; and, finally, generating a good follow-up system that provides insight into the strengths and that uncovers new challenges.

These challenges that emerge on the horizon require an approximation to them through the use of different training **modalities (seminars, courses, workshops, investigations, innovation processes…),**

which provide an understanding of the problems, as well as the search for solutions. Hence, lifelong training is essential. A technical manager pointed out:

And so, in that s**ense, it's, well,** so refresher courses have to be prepared, continuous training, knowing how to organize time, knowing how to have**… to dedicate quality to the one**-to-one **relationship,… and whether it is necessary to have that need well**-structured or that interdisciplinary approach when you have the meetings with the other professional, in order to draw up a shared work plan. How do we implement that shared work plan? How do I establish those strategies that I was telling you about to decide whether we intervene with the family, if we bring the family with us and suggest a line of action like that?

Moreover, as a challenge, preparing a more global training proposal is suggested, which would include all the agents involved with the PEC participants, as a means of transferring knowledge and the accumulated socio-educational capital, and as a means of exchanging experiences, planning joint experiences, and stimulating collaborative and participative work.

The training, therefore, forms part of the pedagogic and organizational collective view, both for the municipal service and for the agency that has been in charge of carrying out PEC, at this time IRSEARABA.

◎CONCLUSIONS

This study has allowed us to visualize and to look closely at the development of the professional work of some of the agents linked to PEC and to uncover the effects of the programme throughout its historic path in the city of Vitoria-Gasteiz. The PEC is a programme in which the functions that have to be developed are defined and these points mark out its difference with other programmes of the SSB. These identifying elements are key and it is necessary to highlight their value and to reason them, not only as differentiating aspects, but as points that enhance an intervention that strives to be integral. In this way, the present review is an initiative that supports the aforesaid value that marks the commencement of a line of continued exploration, for the improvement of socio-education, community, and training practices. The analysis that has been performed can be used as a means for better understanding and reflection on the programme, as well as for greater visibility.

In general, it has been concluded that the programme has been and is still a well-oiled, efficient mechanism to face up to the social situations of each age and context; on many occasions, situations of inequality, social conflict, situations of vulnerability and/or exclusion, where the participation and well-being of all the citizens is not assured. The programme has been adapting to the needs of the environment immediately and even, at times, in the current example, where new forms of **technological communication or great mobility of the "users" between zones appear, it is able to** anticipate the emerging needs and to prepare itself for them beforehand.

The programme in itself has been developing and strengthening itself in a range of dimensions: language (as from 1990 the terminology to refer for example to the target population has varied); theoretical grounding (already present in the 1990 Framework); reflection on the meaning and the purpose of the programme (as from 1992); relevance of the evaluation (in 1996); improvement of resources for its management (1996 database); definition of the functions of the educators and the creation of indicators for the detection of situations of vulnerability (1998); compliance with Law

5/1996 of Social Services (1998); establishment of common criteria for multidisciplinary socio-educational work (2005); introduction of improvements grounded in prior evaluations and emphasis on qualitative aspects (2006); enlargement of the age of the users and adaptation to the new legislative context of Law 12/2008 (2012); promotion of networks, community work and communication with new technologies (2012); and many others.

In addition, it has been concluded that the street education developed through the programme, on **the basis of social pedagogy and "recognition", is c**apable of stimulating people to search for their own potential strengths and to put them into practice, to become active subjects of their own integral development. If, as the scientific literature points out, a good practice or a successful action from the socio-educational viewpoint has to contribute to inclusion and is characterized, among other questions, by having a positive impact, comparative planning and evaluation, and even by facilitating and providing responses to socio-educational problems, then we can say that we have a successful action. As successful as those we have observed in both the modes of approach and the definition of the educational relationship, as well as in the relations and interactions with local networks, because of their inclusion in a broad interprofessional organizational framework, following the path of continuous improvement and, finally, because of the effects that we have shown among young people, families, professionals, and in the community.

However, we are not approaching the most specific conclusions of the study in which we can see the strong points of the programme, as well as the paths along which to advance to continue strengthening the programme and the actions that is has initiated further.

On the organization and the design of the interventions in PEC

With regard to the organization and the design of the intervention, it has been concluded that the core of the success of the programme is through continuous comparison between theory and the working practice of the PEC professionals. Its baggage, vocation, and implication, its capability to educate through affective relationships, together with knowledge and management of resources means that they are generators of infinite educational possibilities and that they referential models for participants and other agents.

The commitment that they make to create and to perpetuate the bond before entering into other phases of the intervention is successful. In addition, the activities, tools and processes that are carried out in the socio-educational intervention are significative for the participants and for the community. **The action is based on "care and good treatment", through which the recognition of people is** facilitated, in such a way that they live out experiences of participation and integration that are contextualized, efficient, and pleasant. The effects on the people who have participated in the programme are evident and important and they are reflected in the attitudes and the values that are acquired (knowledge and respect within diversity, inclusion, sense of responsibility and development **of autonomy...), which are some of the keys that the programme begins with.**

In this sense, we can say that the intervention shares many points with those found in the literature. As presented in the Theoretical Framework, not only should the intervention be understood as a direct intervention on one or various individuals to help them with their life histories, but that it should be framed in the social dimension of the community, and it is done so with PEC. In addition, as Dynamo International (Street Workers Network) (2014) pointed out, with regard to keeping the Human Rights framework very much in mind, we may say that it is another of the pillars upon which the programme is founded.

On the construction of the Educational relationship and the development of PEC

The great value may be stressed that is attached to the educational relationship within the Street Education Programme and the model of intervention that is established. This relationship is based on **proximity, on trust, on individual treatment, on support, on voluntariness, on the bond... By doing so,** it allows the individuals in the intervention to overcome the limitations that they present in personal areas, such as lack of self-esteem and emotional instability.

The educational relationship is gradually consolidated through the process of accompaniment, in the same way as indicated by Periera (2014). It implies consideration of the person as the central motor, staying close to the person, accompanying that person in the daily processes of life, and being a positive referent. Accompaniment is considered a source of detection of risk situations, given that, through the creation of affective bonds of trust, the educators can reach certain realities that are hidden for other professionals and conduct a personalized intervention. Their potential strength becomes evident when not only the young people, but also their family and the peer group have also been transformed by the educational relationship; because the aim is to create referential scenarios of socialization through this relationship in order to generate inclusion. The affective bonds, among other aspects, mean that the individuals involved in the intervention will have a good memory of street education and will even maintain current relationships with the people who were their educators.

The discovery of all the potential strengths that the individuals can have is encouraged, looking at them in a positive light, so that they can develop in the healthiest possible way, as indicated by Quintanar, Laserna and García (2010).

Thanks to the passage of time, the individuals concerned can appreciate the effects that PEC has had on their own lives and on the life of the community. In such a way that we can say that the PEC has helped many people (both young people and their families) with the growth and the development of the quality of their lives, as well as to overcome different social failings. Likewise, it has facilitated intercultural coexistence in the neighbourhoods and has created an intergenerational sociability based on care, converting those who were at the time individual participants in interventions into educators of the following generations. When working from a community perspective, it also affects the whole

community at a social level. One of the strengths of PEC is that the young people who participate in this programme are linked to the neighbourhood and its network of associations.

However, the effects of the educational relation are not only unidirectional, but the PEC educators are also trained and transformed through this relationship.

The importance has been detected of relying on a well-designed intervention with a good educational strategy, in relation to the difficulties that are found in the creation of educational relations. Likewise, the changes in social reality have disrupted ways of approaching and constructing the educational relationship, the educators having to face up to new challenges such as new forms of sociability before the use of new technologies and the mobility of people due to changes of address.

On evaluation

We have observed the coexistence of two methods of evaluation, one more quantitative and the other more qualitative, which are considered necessary, in the sense that each one contributes data relating to different aspects of different levels of socio-educational action that is carried out through PEC. Thus, for example, quantitative evaluation is centred more on an organizational overview, while qualitative evaluation seeks a closer approach to relational fields.

In this respect, it is worth highlighting that the individual participants are given an important role in evaluation modalities centred more on micro-level evaluation.

In addition, the idea that socio-educational action is procedural and persists over time leads to the idea that the results are not immediate and, therefore, the evaluation has to respond to this temporal characteristic.

Finally, it is worth highlighting the importance that the group of social educators grant to the evaluation as a fundamental facet of their work. However, there is also an awareness of the difficulties that they have of collecting the necessary data in writing for evaluation, above all, because they understand that the time needed for that activity curtails the time for direct action with the individual participants.

On relations with other agents

The community nature of the program is a key aspect of the identity of the intervention and is considered a differentiating and strategic value with regard to other services. The PEC carries out a task of intervention in direct connection with the community, performing a function of mediation and generation of networks and exercising a bridging function between the community and the administration, moving people closer to the services and, in particular, the SSB.

The PEC has a significant trajectory with regard to coordination and the internal- external relation. Attention has been focused on this aspect since the start of the programme, seeking to improve both the internal coordination between educators in charge of the development of the programme and the external relations and coordination. In this sense, the principal difficulty for internal relations has been the geographical dispersion of the educational teams that work in ten zones, which has been turned into a great challenge to pursue unified criteria and to share a socio-educational model, in terms of its organizational framework of course.

Despite the difficulties, effort has gone into improving this aspect of coordination and convergent action, preparing documents such as the 2005 and 2012 "Manual of criteria and common lines of action [Manual de criterios y líneas comunes de actuación]," among others, that are essential referents with a view to linking criteria for socio-educational action. All in all, attention has still to be paid to this aspect.

In the dynamic of functional zones into which the programme is organized, the "day-to-day" activity means that the professionals are centred more on their zone, on their team of two or three people. However, looking at the strength of the programme is valued as a strategy, as is encouraging the global perspective of socio-educational action within the programme and working to build up feelings of belonging to it, from a broader framework that the Community Action Service can offer in its work of technical coordination in the Programme and the agency IRSEARABA responsible for its implementation.

A key fact in the history of PEC has been its progressive integration in the SSB. This incorporation has been very positive for an interdisciplinary, multidimensional, and multifactorial approach to the cases, in such a way that they can be assisted in a more integral way and by doing so "the quality" of the socio-educational attention has been improved. Having said as much, it is undeniable that the advance in this integration has been significant and the PEC is not only increasingly more integrated in SSB, but as joint work continues, it is being more highly valued as a part of that organization.

With regard to internal coordination between the educators linked to PEC, it has to be pointed out that coordination is fluid, that a structure exists that is considered sufficient and that it must not be neglected, because it is key to the unification of criteria between the different zones of action. In another direction, an effort has and is still being made over the years to ensure that the working sessions for various tasks of production and reflection on professional practice are productive and effective.

The activities of the educators belonging to the agency IRSEARABA, linked to PEC, stand out, because of their participation in both local and international networks and in different investigative projects, most of which through Erasmus+ projects. These networks have made comparisons possible, have enriched and continuously improved their professional work within the Street Education programme, and have been very positively evaluated. A commitment therefore exists to continue along these lines, maintaining a structure generated for that purpose.

In relation to the information that is shared, dilemmas at times arise specifically in relation to the cases, with regard to what information to share. It is considered a professional question that requires reflection with a view to establishing some baseline criteria. A response to this question is key, given that the intervention is increasingly multidisciplinary and is one in which there are ethical components, components of confidentiality, and professional responsibility that have to be considered.

Finally, having the civic centres as referential spaces in the programme is considered strategic, despite the coordination that is at times more complex, but in which progress over clarification of the organizational framework has been made; for which reason, further study will have to take place on modes of interpretation and action that are linked to the group dynamics that originate in any organizational structure.

Training the professionals

Training is an area of great value for the improvement of the Street Education Programme and for professional quality. It is understood that the professionals require continuous training, not only as a consequence of the complexity of their work, the dynamism of the programme and the social evolution, but because it refines the outlook and the educational actions. Therefore, specific training oriented towards educators linked explicitly to PEC is integrated in the annual training plan that the agency responsible for the development of PEC, IRSEARABA, puts into operation, because it is considered to be a means of impacting on professional development. It is understood in the training model that is developed that growth and professional learning is achieved in different ways, not as a list of topics to learn, but as proposals that impact on reflection, on exchanges and on constructive criticism of professional knowledge. We can say that there is a significant degree of social mobility, the dynamism of our societies, the mobility of the professionals themselves requires constant changes in the organizations, adaptations, and proposals for reflection. Knowledge and arguments are therefore necessary to do so, for which training and self-training appear to be essential keys for the assurance of quality in the understanding of the groups and educational actions directed towards them, creating empowerment and greater levels of individual independence.

All this training effort appears to be leaving traces in the professionals and in the perception of the PEC by the social agents, administrators, and the individual participants in the programme, given that they consider that the quality of educators in their socio-educational action and in their training capability and criteria for action is highly positive.

As could not be otherwise, some "dark points" are underlined for attention, review, reflection and implementation through concrete actions. One of these "dark points" is related to the annual commitment assumed by the agency IRSEARABA to set out a training plan, as well as specific action for the educators linked to PEC. Confronting it is difficult, given that, over the years, new offers appear connected with emergent social and educational needs that should not be overlooked. Another of **these "dark points" is related to the construction of a common language when proposing educational**

questions and the means of approaching them. In this sense, advancing towards the elaboration of a common language and educational outlook is considered necessary, as well as to consolidate the basic keys of interpersonal communication; all of these are questions to value when generating a context that is favourable for socio-educational action in the street.

Finally, reference to the need for the university to reflect on ways of furthering the initial training, with the intention of impacting on the consolidation of a professional culture, grounded in commitment and social responsibility. A culture that is guided by respect for people, solidarity, **collaboration, that is grounded in "high expectations" in relation to the power of the individual** participant to reach greater levels of empowerment and independence.

◎RECOMMENDATIONS FOR THE PROFESSIONAL AND THE UNIVERSITY WORLD

The socio-educational intervention in the Open Air that has been analysed is characterized by its strength at stimulating competences for the integration of the child and adolescent population, but these competences are also developed in families and in the community. Preventive, assistential, and protective actions are proposed in the intervention, in order to overcome risk situations and to increase and to promote quality of life. In this way, the multidimensional growth of the individual and his or her integral growth is strengthened, which is fundamental for an increased quality of life and the general wellbeing of the population of children and young people of Vitoria-Gasteiz.

It is important to highlight that the Programme and its continued operation has a scientific grounding at its foundation, based on the rights of young people and on basic needs to conduct educational accompaniment infused with care and Good Treatment (López, 2008). With regard to the prevention-promotion programme, the PEC covers **situations of "risk" (non-protection, exclusion, conflict…), from the situation of "opportunity" (meetings, dialogue, positive action, proactive…,). To do so, it defines** and impacts on multiple environments that it identifies and to which it lends attention, in which various factors converge, relating to: vulnerability, exclusion, protection, and integration, as well as environments with no protection, environments of both exclusion and inclusion, and environments of promotion. That capability for perception from the global vision of the system of interrelation, inter-projects, inter-teams, and individuals who collaborate is born from a critical pedagogical basis, among others, that seeks to stimulate the independence and the empowerment of the individual as the undeniable protagonist of her or his own life and as an actor in social life.

The above-mentioned principles for action deserve to be recognized as a fundamental recommendation for further advancement along those lines, with a view to ensuring the sustainability of the successful practice that PEC represents. In addition, at present, we should not forget that street education should seek to understand the reasons that generate social inequalities and conflicts. It should do so, to try to provide an integral educational response adjusted to each context, optimized,

and in harmony with the problems that are experienced on the street and more specifically in the following aspects.

On the basis of this general recommendation, we will set out different lines of progress, oriented towards initial and continuous training, towards social policies and towards PEC and socio-educational action.

In relation to initial and continuous training

Training is a cornerstone in the professionalization of social educators, if we seek to continue contributing to the construction of a type of professional culture that is open to collaboration with other professionals. A culture that has to create socio-educational processes that contribute to the growth of individuals and to social cohesion. All of that requires all of the professionals who are trained to consider some questions when confronting the reality of initial and continuous training. In this sense, we have to say that it is important:

- To keep the PEC training model alive, both within the agency IRSEARABA and in the public Administration. The keys to doing so are a potential strength, given that the model contemplates the diversity of professional situations and therefore of training needs, anticipating different types of training (internal training, external training, reflection-action groups, training for new employees, supervision, self-training) that ensure both professional and organizational empowerment. It equally assures the detection of new needs, arising from change in society, and its extension to training modes that involve the adjustment of socio-educational actions to cover that social dynamism. Moreover, it would be of interest to prepare a training map that covers the potential strengths of the staff that create bonds with the people linked to the programme, with a view to exploiting that pool of knowledge in the processes of continuous training.

- To give training a community perspective. The conceptualization of the PEC training model, although of great value, can still be further enlarged by advancing towards a model understood from both a global and a community dimension that takes into account the different professionals in its design who are directly or indirectly involved with the population that they accompany, with the purpose of planning training actions of an interprofessional and collaborative nature.

- To connect the initial training and the continuous training processes to continue influencing crucial aspects, right from the very first days of professionalization, that form part of the cultural heritage of Street Education. Close collaboration is required between the university and the socio-educational agencies and public agencies, to share experiences and reflections on the competencies to be developed and on the processes of investigation, innovation, training, and in relation to the socio-educational projects in which they collaborate. These activities are done to conceptualize the training as a real continuum that impacts on the growth of the whole academic and professional system. The structure of the Council-Observatory centred on the union between the professional and the academic world can be an interesting platform with which to generate synergies and to incorporate all of the available potential of professionals for the development of

a Social Education training model in the Basque Country. Moreover, throughout the process, university training has to stress the importance of cultivating values of respect, listening, collaboration, solidari**ty, openness, "high expectations" of people, equality in the differences** (among others in the gender dimension), and sustainability, as supportive measures in the establishment of socio-educational relations, in the construction of bonds with people and in organizational growth. University training, has equally to stress the importance of cultivating educational reasoning, for which a theoretical-practical apparatus is needed, grounded in profound and shared reading and in the debate of ideas, both of which as the means for the consolidation of a powerful set of educational arguments that enable the educator to act in line with certain criteria.

- To reflect on the changes in human communication. Social change is an undeniable fact and Western societies, in continuous movement, are interwoven with new ways of relating and of communicating prompted by the development of ICT and social media. This situation is experienced at all social, cultural, political, and of course, educational levels. It brings with it, in consequence, a reflection on other ways of entering into a relation with people, of establishing others channels of communication, given that the analogical has given way to the digital. This change means thinking of how to engage in a critical way, in the initial and lifelong training, with the use of these procedures in communications with the individual participants. It is still an open question that goes beyond instrumental learning on the use of these procedures, which leads us to rework ways of incorporating them in a meaningful way in professional life.

-

In relation with social policies

The municipal administration has clearly supported PEC and its assistance has been a priority, which has meant that programme, far for stagnating, has been revitalized throughout its life. This aspect is, without doubt, a key question that must be maintained to ensure a positive impact on the population of Vitoria-Gasteiz and, by extrapolation, to any other space where the PEC is a referent in Street Education. In this area, the following recommendations are set out:

- Raise the visibility of PEC in terms of its actions, working method, and specific times. To do so, it might be necessary to establish a plan of external communication with a view to raising the public profile of the programme, a key fact, all the more so, in a programme in which communicating the added value that the programme contributes to society is fraught with difficulty. In this way, the programme therefore generates, in addition to knowledge among the population, social recognition of its work.

- Strengthening community work to consolidate the networks. The strategic location of the PEC programme, with regard to its proximity with the community is a value that should be held present and must continue to be stimulated. The PEC has the potential to generate networks and to bring the SSB closer to the community, which is a differentiating aspect with regard to other services integrated in the SSB. In relation to this proposal, it is important to continue

strengthening the community work, consolidating the networks so that communication and professional knowledge flows freely and, to look more closely at the relation with educational centres and the associations between other agents.

- Transfer the PEC programme model to other territories, given its value and personal and community effects. It would therefore be interesting to continue looking more closely at ways of ensuring the transfer of the knowledge that is generated in the processes of socio-educational intervention.

In relation to PEC and socio-educational action

As has been reiterated throughout the whole report, the effects of the programme on the population of participants are really successful. The intervention that takes place has a valuable educational load, it manages to accompany people through bonding and trust in their most difficult processes, the person and the environment and the person and the community, with the purpose of achieving their welfare and development. Some of the recommendations to continue consolidating this way forward are as follows:

- Promote the connection with the PEC project. With a view to unifying criteria and sharing not only a socio-educational model, but a minimum common denominator with regard to the mission and the values of the PEC, it would be recommendable for everybody in the global PEC team to **participate in the preparation, drafting, and reformulation, where necessary, of this "ethos". In** this way, the involvement of people can be supported and encouraged and a common shared language can be established that professionals can feel is their own. To do so, it should not be a question that is answered for them, but one that they have to dwell on using their knowledge, debating skills, understanding, and interiorization. In this way, it will be easier to share a common socio-educational model and to promote at the same time the feeling of a PEC global group, leaving the zone assigned to each professional.

- Analyse the communicative dynamics to improve their effectiveness. One of the questions on which to progress further is to manage to make the meetings operational. Beyond making recommendations on how to assign roles and tasks within the meetings, drawing up an agenda, minutes, and a set time period, it would be interesting for the team itself to follow a process of shared reflection to improve that aspect, from the active implication of all professionals in that analysis. This process could be organized in an internal way or have an external agent who would support the initiative.

- Evaluate the tools that are used to collect data on the individuals and contexts in which the socio-educational work is done, analysing which are of greater utility, and establishing a prioritization in their use. This prioritization will promote efficient data collection and will, therefore, avoid an excessive administrative load, which might distract from the tasks and responsibilities that the educators assume in relation to the individual participants that the PEC targets.

- Deliver both quantitative and qualitative evaluation. Work along the lines of incorporating quantitative macro evaluation more coherently in the daily work of social educators and in the improvement of their professional action. And, advance in the improvement of qualitative evaluative outlook, collaborating with the construction of instruments for qualitative evaluation, which record the impact of the intervention completed over time. Make full use of the evaluation, by harmonizing the instruments and the processes even more that will contribute to the improvement of the programme and to its progress, with a view to highlighting its full potential.

- Strengthen the relations between the teams linked to PEC. It is important to strengthen the relations between the teams from the different zones and the feeling of belonging to the PEC programme as a whole. It is therefore recommendable to continue encouraging interzonal projects that transcend occasional actions in any one zone, promoting enhanced educational situations for the individuals who access PEC.

- Reflect on the flow of interprofessional information. The data that has to be shared with other professionals who intervene in the same case and those who do not intervene will also be a motive for debate and reflection. It would therefore be recommendable to carry out a reflexive process that takes into account the ethical questions, of confidentiality and professional responsibility so as to establish a shared protocol and to clarify the communicative dimension.

- Prioritize interdisciplinary and interprofessional work. Seek ways of improving interdisciplinary work, perhaps through relocations, clarifying functions, and delegating, to become more efficient in the socio-educational approach to families and the community. It is equally necessary to reflect upon the sustainability of socio-educational action in general and, in a fundamental way, upon educational practice, to achieve not only healthy development in the participants, but also in the professionals.

- Maintain the connection with local and international networks and even enlarge those synergies. The structure generated by the PEC to maintain local and international networks must not only be conserved, but must be promoted, enlarged, and given visibility, because it is a differentiating element with regard to other educational measures that enhance the PEC programme.

We would wish to end this document by referring to the courage that education in general demands, but more specifically, street education, because it requires high levels of responsibility. Hence, and borrowing from the thought of Paulo Freire, it is necessary to fight so that work of humanization is respected and recognized, because it generates situations in which the multitude of silent voices find a voice. As much has been confirmed in this process that has turned our gaze to the past, as the **Brazilian teacher would say, to "see better what I had seen before", given that he was convinced that** looking once again allows us to access other dimensions of understanding, making it possible to advance a little more along the road towards social and educational transformation.

◎BIBLIOGRAPHIC REFERENCES

Barnett, R. (2008). Para una transformación de la Universidad. Barcelona: Octaedro

Beck, U. (1998). La sociedad del riesgo: hacia una nueva modernidad. Barcelona: Paidós.

Benito, A. & Cruz, A. (Coords.). (2005). Nuevas claves para la Docencia Universitaria en el Espacio Europeo de Educación Superior. Madrid: Narcea.

Biggs, J. (2010). Calidad del aprendizaje Universitario. Madrid: Narcea.

Bolívar, A. (2008). La planificación por competencias en la reforma de Bolonia de la educación superior: un análisis crítico. Estudos e Pesquisas em Educação Superior. Vol. 9, 68-94.

Bowden, J. & Marton, F. (2011). La universidad un espacio para el aprendizaje: más allá de la calidad y la competencia. Madrid: Narcea.

Chomsky, N. (1999). Conversaciones con Noam Chomsky. Barcelona: Gedisa.

De Boewé, E., Toussaint, P. (2012). El lugar de la acción colectiva en la educación de calle. Dynamo International Street Workers Network. Retrieved from: http://www.travailderue.org/wp-content/uploads/2013/04/Espa%C3%B1ol.pdf

Dynamo International. (2008). Guía internacional sobre la metodología de la educación de calle en el mundo. Retrieved from: http://www.noticiaspsh.org/IMG/pdf/Guide2008ESP.pdf

Dynamo International Street Workers Network. (2014). Historias de calle. Retrieved from: http://www.travailderue.org/wp-content/uploads/2014/05/Historias-de-calle-2014.pdf

Freire, P. (1970). Pedagogía del oprimido. Madrid: Siglo XXI.

Gizartegintza Saila, Hirugarren Adinekoen Zerbitzua (2006). Marco Técnico: Programa de Educación de Calle. Intervención socioeducativa en medio abierto. Gasteiz.

Gizarte Gaien eta Adinekoen Saila, Komunitate Jardueraren Zerbitzua (2012). Marco Técnico: Programa de Educación de Calle. Intervención socioeducativa en medio abierto. Gasteiz

Gómez González, A. & Díez-Palomar, J. (2009). Metodología comunicativa crítica: transformaciones y cambios en el siglo XXI. Teoría de la Educación. Educación y Cultura en la Sociedad de la Información, Vol. 10. N° 3.103-118.

Gómez, A., Siles, G., & Tejedor, M. (2012). Contribuyendo a la transformación social a través de la Metodología comunicativa de investigación. Qualitative Research in Education, 1(1), 36-57.

Gómez, J., Latorre, A., Sánchez, M. & Flecha, R., (2006). Metodología comunicativa crítica. Barcelona: El Roure.

Guerau de Arellano, F. & Plaza, J. M. (1982). Pioneros. Una experiencia educativa. L'Hospitalet

de Llobregat: Gráficos Reven.

Habermas, J. (1987). Teoría de la acción comunicativa. I: Racionalidad de la acción y racionalización social. Madril: Taurus.

IRSE elkartea (2012). Programa de Educación de Calle: Plan de Gestión. Gasteiz: Gasteizko Udala

Jiménez-Ramírez, M. (2012). Actuaciones socio-comunitarias y educativas inclusivas con alumnado en riesgo de exclusión social. Revista de Investigación en Educación, n° 10 (2), 62-78.

Latorre, A., Gómez, A. & Engel, L. (2010). Metodología comunicativa crítica, transformació i inclusió social. Temps d'educació, N° 38, 153-166

Ley 6/1982, de 20 de mayo, de Servicios Sociales. Boletín Oficial del País Vasco, 71, de 2 de junio de 1982.

Ley 5/1996, de 18 de octubre, de Servicios Sociales. Boletín Oficial del Estado, 218, de 12 de Noviembre de 1996.

Ley 3/2005, de 18 de febrero, de Atención y Protección a la Infancia y la Adolescencia. Boletín Oficial del País Vasco, 59, de 30 de marzo de 2005.

Ley 12/2008, de 5 de diciembre, de Servicios Sociales. BOPV, 246 de 24 de Diciembre de 2008.

Llena A. (2014). Educación Social en la Unión Europea. RES, Revista de Educación Social

19, 1-19

López, F. (2008). Necesidades en la infancia y en la adolescencia: Respuesta familiar, escolar y social. Madrid: Ediciones Pirámide

López, R., & Quetglas, B. (2014). Bolonia y los educadores y educadoras sociales. La vision del colectivo professional. RES, Revista de Educación Social, 91, 1-19.

Mead, G. H. (1991). La génesis del self y el control social. REIS, nº 55, 165-186.

Pulido San Román, A. (2007). La Universidad del Siglo XXI: Introducción y reflexiones iniciales En IX Foro ANECA. La Universidad del Siglo XXI. pp. 17-24. Madrid: Agencia Nacional de evaluación y acreditación.

Quintanar, M., Blanco, L., & García J.C. (2010). Educación de calle. Una experiencia de socialización en medio abierto. Educación y Futuro, 22, (2010), 129-148.

Rodicio, M. L. (2010). La docencia universitaria en el proceso de adaptación a Europa: la percepción de los estudiantes. Enseñanza & Teaching: Revista interuniversitaria de Didáctica. Vol. 28: 23-43.

Rué, J. (2009). El cambio en la Universidad, sus epistemologías y consecuencias de las mismas. Revista Complutense de Educación. Vol 20. Nº 2, 295-317.

Sánchez, P. & Gairín, J. (2008). Planificar la formación en el Espacio Europeo de Educación Superior. Madrid: ICE, Universidad Complutense.

Sordé, T. & Ojala, M. (2010). Actos comunicativos dialógicos y actos comunicativos de poder en la investigación. Revista Signos, 43 Número Especial Monográfico Nº 2, 377-391

Tomás i Folch, M. (2007). Reconstruir la Universidad a través del cambio cultural. Barcelona: Universidad Autónoma.

Vygotsky, L. (1995). Pensamiento y Lenguaje. Madrid: Paidós Ibérica

Zabalza, Miguel Angel. 2012. El estudio de las" buenas prácticas" docentes en la Enseñanza Universitaria. REDU. Revista de Docencia Universitaria. Vol. 10. Nº 1, 17-42.