



Clusters and Competitiveness: The Basque approach and some strokes about Cluster Management

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Some background (I)

- We are a small country:
 - ❑ Population 2.1 M.; 7,234 Km²
- Recently with strong economic performance:
 - ❑ GDP 2007 (PPP): 139.5 (EU 27 average=100)
 - ❑ GDP 2007 per capita: € 31,877
 - ❑ Unemployment 2008: 4,6 %
- ❑ But it has not been plain sailing:
 - ❑ Deep crisis in the 80's and early 90's
 - ❑ Decline of traditional industry
 - ❑ Unemployment early 90's: 25 %
- The situation demanded a deep rethink of Basque industrial policy
 - ❑ Launch of the Competitiveness Program in 1990

Some background (II)

- A “revolutionary” and visionary idea (for those years): Could a cluster approach contribute to the take off of the Basque economy?
- **Yes!** Prof. Porter’s findings presented a framework that was very valuable and adequate to the structure, skills and capabilities of the Basque Country.
- Porter visits the Basque Country
- Basque’s Minister of Industry very keen on the implementation: leadership, design, persuasion
- Initial mapping of the Basque clusters

Clusters: A new way of thinking about an economy and economic development

- A very significant Porter finding: In the microeconomics of competitiveness, everything matters, everything is important.
 - ☐ Demands deep comprehension of the nature of competition and the origin of competitive advantages
 - ☐ Understanding the complex inter-relationships between agents
 - ☐ Reshaping the functions of private sector, government, associations and institutions
 - ☐ And for policy makers: A very useful tool for the industrial policy!!
- But... Cluster Policy is only one policy that must be integrated and embedded within the whole competitiveness and innovation system.
 - ☐ It has an enormous potential and multiplier effect, but it is only a part of a bigger framework

Clusters: Two definitions

Clusters are groups of organizations that work in a defined economic sector and a geographically limited environment. This permits the generation of a series of operative synergies that constitute sources from which to extract competitive advantages

Clusters are geographically-centered groups of related firms and industries operating in an environment characterized by a high degree of specialization, intense competition and a critical mass of highly educated employees

World Economic Forum

Cluster Initiatives & Institutions for Collaboration

- Clusters are “natural” entities, but from a pragmatic point of view we need to put a practical action plan on the table: Cluster Initiatives
 - A Cluster Initiative is an organised effort to increase the growth and competitiveness of clusters within a region, involving companies, Government and/or the research community
- Mature cluster initiatives usually result in stable structures, called Institutions for Collaboration (Cluster Associations in our case)
- Our Cluster Associations are key agents of the competitiveness policies in the Basque Country: Innovation and Technology, Internationalization, Excellence in Management, etc. with a huge mobilizing capacity, creation of social capital and generation of expertise

Managing the Clusters: A practical approach

- Basque approach was based from the beginning on the idea of ‘Priority Clusters’: only some of our natural clusters merited a Clustering Initiative.
- After the initial mapping in the early 90’s, the priority clusters in the Basque Country were identified, and in the following years the different Cluster Associations were created.
- Today we have 11 priority clusters, that approximately span half of the Basque industry

The 11 Priority Clusters in the Basque Country

(year of creation)

- ✓ Automotive (1993)
- ✓ Household Appliances (1992)
- ✓ Enviromental Industries (1995)
- ✓ IT and Telecommunications (1994)
- ✓ Machine Tools (1992)
- ✓ Aeronautics (1997)
- ✓ Paper (1998)
- ✓ Ship Building Industry (1997)
- ✓ Port of Bilbao (1994)
- ✓ Energy (1996)
- ✓ Audiovisual (2004, the newest)

Summary of the main characteristics of our priority clusters

	Househol d appl. (ACEDE)	Machine Tools (AFM)	Automotiv e (ACICAE)	Bilbao Port	ICT (GAIA)	Environme nt (ACLIMA)	Audiovisu al (EIKEN)	Energy	Aeronáutics and Space (HEGAN)	Maritime Industry	Paper
Established	1992	1992	1993	1994	1994	1995	2004	1996	1997	1997	1998
	8	64	68	138	250	86	40	83	36	320	11
Employees	12.100	4.372	15.000	4.800	12.000	4.270	2.454	25 000	4.593	8.600	1.566
Turnover (M. €)	1.950	760	6.700	1.300	3.420	1.743	122	10 000	940	1.176	577
Exports (M.€) % on sales	65%	66%	74 %	-	54 %	12%	-	22%	74 %	60 %	49%

Mission (simple, yet very difficult to achieve!)

- Improving the competitiveness of Basque companies through the cooperation
- Focusing on the competitive strategic challenges that cannot be addressed by individual actions carried out by the companies alone
- Clusters as Net Servers: Catalytic function, seeking to intensify the number and speed of communications and interactions among members

Activity Fields

Related to strategic challenges that require cooperative actions:

- ⇒ **Internationalization**
- ⇒ **Technology/Innovation**
- ⇒ **Quality/Excellence in Management**
- ⇒ **Logistics**
- ⇒ **Training**
- ⇒ **Competitive Intelligence**
- ⇒ **Miscellaneous**

Operating Objectives: The Pyramid of Cooperation

From lesser to higher level of achievement from the point of view of the cooperation level:

- To gather and spread strategic information: Strategic Observatories
- To identify strategic challenges and potencial synergies
- To evaluate the potential synergies identified
- To identify and promote cooperation groups with common interests in order to generate cooperation projects

Management and Governance (I)

- **Based on a real Private-Public Partnership**
- **Government does not choke the private efforts, but at the same time is strict as regards the mission and objectives to reach**
- **Realizing the key success factors in Cluster Initiatives:**
 - ☐ **Company involvement**
 - ☐ **A good facilitator**
 - ☐ **Shared vision**
 - ☐ **Cluster membership open to all the organizations in the “natural” cluster**
 - ☐ **High level of consensus on the actions to be launched**
- **Annual Agreements with each Cluster Initiative**
 - ☐ **Funding 2.5 M. € per year for the whole programme (more ideas than money!)**
 - ☐ **Daily interaction between civil servants and the heads of the Cluster Associations**

Management and Governance (II)

- The civil servants of the Department of Industry and SPRI staff are very experienced senior staff
- They attend all the Boards of Directors meetings, and other Committee meetings, but they don't vote
- Their task is to accompany, to support, to give some advice, but not to be interventionist agents
- The Matrix Scheme:
 - ☐ Vertical heads: 11, one per cluster (reinforced with 11 SPRI staff more)
 - ☐ Horizontal heads: 1 per each strategic area
 - ☐ General Coordination
- As horizontal heads are at the same time heads for horizontal standard policies, in this way we link cluster policy and horizontal standard policy
- The breakdown of formal borders between sections has been instrumental to the success of the policy

The Role of a Cluster Manager

- The main role: A “Synergies Seeker”
- Full knowledge about the natural cluster: S/he is the cluster manager for those who are in and for those who are out
- Need to be good in a set of capacities and abilities: A good decathlon athlete!
- Strategic view and understanding
- Deep and sincere interaction with the other parts of the triple helix (especially Government)
- A “consensus builder”
- Clever as to be supported for committed “clusterpreneurs” inside the cluster
- Capacity of demonstrating the benefits of clustering with a “low hanging fruits” tactics
- A good understanding of the frameworks built to help the clustering issues, especially in Europe
- Should be elected for the Board of Directors of every Cluster Association, not imposed from outside
- S/he is a rare jewel. Should be well paid, you have to be patient in the beginning, but... If things really don't run well, s/he should be fired! His/her figure is of the utmost importance, for good and evil, so, you have to act consequently

Results and Measurement

- Intangible results, although difficult to measure, are of great importance.
 - ☐ The trust existing among agents
 - ☐ The public-private collaboration as the main axis of progress
 - ☐ The cooperation between competitors
 - ☐ The strategic orientation of the clusters towards specific objectives, however complicated or long term they may be
- But there have also been many tangible results :
 - ☐ Creation of various Export Consortiums
 - ☐ Technological projects “interclusters” (Electronics for Automotion, Automotion-Machine-Tool, Energy-Environment, ...)
 - ☐ Impressive results in Excellence in Management evaluated according to the EFQM model, the larger companies having a driving effect on the smaller ones
- There are a lot of possible qualitative and quantitative indicators for measuring purposes, but the “king of indicators” is, for us, the number and quality of the projects in cooperation launched by the clusters, with a strategic focus.

The future

- The Department of Transport has created the Transport and Logistics Cluster, according to our philosophy
- The Department of Industry, Trade and Tourism is currently:
 - ❑ consolidating a bio cluster: BIOBASK 2010
 - ❑ Analyzing the possibility of clustering some metal-mechanical associations
- In the next few years we will probably remap to analyze other possible clusters that could reach the priority status, and we will try to extend the action to smaller areas within the Basque Country.
- With the ‘clustering philosophy’ there are no limits to the possible applications, no matter the territorial level
- We are very concerned with the measurement and the evaluation, training, competitive intelligence



Common elements in successful Cluster Policies: Manifesto of San Sebastián May 2007

- **Sense of reality**
- **Human factor**
- **Focused cooperation**
- **Effective governance**
- **The key role of the Cluster Manager**
- **Clear communications**
- **Long term commitment**
- **Trust**
- **Strategy is the key**

The Competitiveness Institute (TCI)

- A world network of “Cluster Practitioners”
- More than 800 members in more than 80 countries
- Not-for-profit organisation
- Purpose: To promote cluster based strategies, improve the methodologies and raise the professional level of cluster practitioners
- Global and Regional Conferences:
 - ☐ Jyväskylä 2009 (Global)
 - ☐ Mendoza 2009 (Regional)
 - ☐ Dubai 2010 (Global)

www.tci-network.org

Some final comments

- This is a hard, long term job that needs patience and cannot be rushed
- Trust is very important; building trust is not done overnight
- No magic, no recipes
- Making good decisions on the “cluster people” backing the clusterizing process is instrumental for the success
- Every region has to make its own way, depending on its circumstances and starting points
- Cooperation is a difficult affair all over the world, so, don't be discouraged!
- And... never underestimate the importance of the “human factor”!!

**Thank you very much for your
attention and time!**

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