Proses kebijakan sebagai hierarki dalam mendorong upgrading teknologi pada global value chain industri pesawat terbang nasional (analisis kegagalan program pesawat N 250 IPTN) = Policy process as hierarchy for supporting technology upgrading to global value chain national aircraft industry (analysis of the failure of N 250 aircraft program IPTN)

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Abstrak

Penelitian ini bertujuan untuk merekonstruksi konsep kebijakan dalam mendorong upgrading teknologi Industri Pesawat Terbang yang memiliki tipologi Global Value Chain (GVC) Hierarki. Sejak era reformasi hingga era Presiden Susilo Bambang Yudhoyono, dukungan kebijakan terutama dalam perspektif tiga level hierarki proses kebijakan relatif lemah dibandingkan dengan periode orde baru. Padahal, sejak 2011-2013, terdapat sejumlah program pengembangan pesawat terbang yang berbasis pada penguasaan kemampuan pengembangan teknologi seperti pesawat N 219, program N 245 yang merupakan upgrading dari CN 235, dan Program Upgrading N 250 menjadi R-80.

Kegagalan Program N 250 IPTN menunjukkan bahwa keberhasilan program upgrading teknologi tidak hanya disebabkan oleh masalah lemahnya manajemen perusahaan, tetapi juga tidak adanya kesinambungan dukungan politik pemerintah. Karena kebijakan untuk mendorong upgrading teknologi bersifat kompleks dan problematis, baik terkait dukungan secara regulasi maupun political will dari pemerintah, maka penelitian ini menggunakan Soft Systems Methodology (SSM) untuk mengkonstruksi konsep kebijakan untuk mendorong upgrading teknologi pada GVC Industri Pesawat Terbang dengan mempertimbangkan systematically desirable dan culturally feasible.

Penelitian ini juga melakukan analisis komparatif khususnya dengan Embraer Brazil dalam program pesawat EMB 120 yang sekelas dengan pesawat N 250 IPTN. Penelitian ini memberikan empat rekomendasi: pertama, selain dukungan secara regulasi, dukungan secara politik dibutuhkan untuk keberhasilan program upgrading teknologi. Kedua, komunikasi dua arah antar level kebijakan nasional dengan level inter sektoral sangat diperlukan, khususnya dalam proses pengarusutamaan arah kebijakan iptek sektor dirgantara. Ketiga, Industri Dirgantara dalam hal ini IPTN/PT DI harus memperkuat value chainnya baik terkait kemampuan manajemen, produksi dan jejaring. Keempat, tipologi GVC Industri Pesawat Terbang yang efektif bagi program upgrading teknologi pesawat terbang adalah bukan hierarki murni, karena kemampuan lead firm dalam melakukan codifiability dan kemampuan supplier untuk memenuhi requirement dari lead firm yang dibutuhkan justru sangat tinggi. Penelitian lanjutan dapat difokuskan pada analisis konsep proses kebijakan sebagai hierarki pada dinamika tipologi GVC sehingga upgrading teknologi yang dilakukan dapat lebih efektif.
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This research combines the concept of policy process as hierarchy and the concept of Global Value Chain (GVC) in reconstructing the concept of policy in upgrading technology in GVC of an aircraft industry with a

hierarchical typology. Since the reformation order until the era of President Susilo Bambang Yudhoyono, policy support for aircraft industry is relatively weak compared to the period of the New Order. However, since 2011 until now, there has been a number of aircraft development programs that were based on technology development, both on-going and at the stage of planning, such as N 219 Air Craft Program, N 245 which is upgrading of CN 235 or R-80 which is upgrading of N 250.

Based on the failure of IPTN Indonesia, particularly the termination of N 250 program, which was not only caused by the poor management of the company as well as sectoral policy and national policy, but also by the lack of political commitment from the government. Because support for technology upgrade is very complex and problematical, either related to regulatory support or government political will, this research employs Soft Systems Methodology (SSM) to find the concept of policy for supporting technology upgrade in GVC- National Aircraft Industry which are both arguably desirable and also culturally feasible. This study provides an illustration of comparative analysis between EMB 120-Embraer Brazil and N 250 IPTN.

This paper recomends four conclusion: First, in addition to regulation support of the national development direction, political support from the government is also required. Second, a two-way communication is required between policy level and sectoral level, especially science and technology research sector, in the effort to mainstream aerospace technology development in the national development planning. Third, Aircraft Industry should also strengthen its value chain, especially improving the management system in terms of production, marketing and networking. Fourth, a GVC typology of aircraft industry which is effective for aircraft technology upgrade program is not completely hierarchical since lead firm codifiability and supplier competence in complying with the lead firm requirements are very high. For further research, the analysis of the concept of policy process as hierarchy for supporting technology upgrade with regarding to dynamic of typology of GVC could be conducted for carrying out technology upgrade effectively.