

Abstrak

Penelitian ini menganalisis proses agenda setting dalam Program Legislasi Nasional (Prolegnas) 2021 dengan menempatkan DPR sebagai arena kebijakan yang bersifat politik dan kontestatif. Berbeda dari pendekatan normatif-prosedural, studi ini berfokus pada fase seleksi dan penetapan prioritas Rancangan Undang-Undang (RUU), untuk mengungkap dinamika kekuasaan, interaksi aktor, serta praktik informal yang membentuk agenda legislasi nasional. Prolegnas 2021 dipilih sebagai kasus studi karena berlangsung dalam konteks krisis pandemi COVID-19, meningkatnya tekanan publik, dan menguatnya gesekan antar-fraksi di DPR. Penelitian ini menggunakan pendekatan kualitatif dengan strategi studi kasus, mengandalkan wawancara mendalam dengan aktor legislatif, analisis dokumen resmi DPR, serta penelusuran dinamika media dan opini publik. Kerangka analisis bertumpu pada teori agenda setting Green-Pedersen, khususnya konsep policy arena, serta teori punctuated equilibrium dari Baumgartner. Temuan penelitian menunjukkan bahwa agenda setting Prolegnas 2021 tidak ditentukan semata oleh mekanisme formal DPR, melainkan oleh negosiasi di ruang informal, pembentukan koalisi ad hoc antar-fraksi, dan respons strategis terhadap tekanan eksternal. Fraksi mayoritas tidak selalu dominan dalam menentukan prioritas RUU, karena fraksi minoritas mampu memanfaatkan tekanan publik dan media sebagai alat tawar politik. Pandemi COVID-19 berfungsi sebagai faktor penekan yang memicu pergeseran fokus legislasi, mempercepat perubahan agenda, dan membatasi ruang bagi isu ideologis yang kontroversial. Secara teoretik, penelitian ini mengonfirmasi relevansi konsep policy arena, namun menunjukkan bahwa arena kebijakan di Indonesia bersifat lebih cair dan informal dibanding asumsi institusional formal. Sementara itu, punctuated equilibrium menjelaskan perubahan perhatian legislatif akibat krisis, tetapi temuan penelitian ini menegaskan bahwa perubahan tersebut dimediasi oleh dinamika politik dan negosiasi elite. Penelitian ini berkontribusi pada pemahaman mengenai politik agenda-setting kebijakan publik di Indonesia dengan menekankan peran praktik informal, tekanan eksternal, dan fleksibilitas koalisi dalam proses legislasi.

Kata kunci: Prolegnas 2021, *Agenda Setting*, *Policy Arena*; Baleg DPR RI, Dinamika Politik, *Short List*, *COVID-19*

Abstract

This article examines the agenda-setting process of Indonesia's 2021 National Legislation Program (Prolegnas) by conceptualizing the House of Representatives (DPR) as a political policy arena rather than a purely procedural legislative body. Departing from normative and technocratic approaches, the study focuses on the pre-decision phase of legislative prioritization to uncover the power relations, actor interactions, and informal practices that shape national legislative agendas. Prolegnas 2021 presents a critical case due to its formulation amid the COVID-19 pandemic, heightened public scrutiny, and intensified inter-factional contestation within the DPR. Employing a qualitative case study approach, this research draws on in-depth interviews with legislative actors, analysis of official parliamentary documents, and examination of media discourse and public reactions. The analytical framework combines Green-Pedersen's agenda-setting theory, particularly the concept of policy arenas, with Baumgartner and Jones' punctuated equilibrium theory. The findings demonstrate that agenda-setting in Prolegnas 2021 was not primarily determined by formal institutional procedures, but rather by informal negotiations, issue-based ad hoc coalitions, and strategic responses to external pressures. Majority factions did not exercise unilateral control over legislative priorities; instead, minority factions effectively leveraged public opinion and media attention to influence agenda outcomes. The COVID-19 pandemic functioned as a critical external shock that accelerated agenda shifts, reoriented legislative attention toward urgent health and socio-economic issues, and constrained the advancement of ideologically contentious bills. Theoretically, the study confirms the relevance of the policy arena framework while revealing that legislative arenas in Indonesia operate in a more fluid and informal manner than typically assumed in institutionalist literature. Punctuated equilibrium dynamics are evident in rapid agenda shifts triggered by crisis, yet these shifts are mediated by elite bargaining and political negotiation rather than occurring automatically. This article contributes to the literature on agenda-setting in public policy by highlighting the centrality of informal politics, external pressures, and coalition flexibility in shaping legislative agendas in Indonesia.

Keywords: *National Legislative Program (Prolegnas) 2021, Agenda Setting, Policy arena, House of Representatives (Baleg DPR RI), political dynamics; Priority Bill Shortlist, COVID-19*