



From Issue to Policy: Agenda Setting in Padang City Spatial Planning

Billy Febrima Hidayat^{1*}, Asrinaldi Asrinaldi², Roni Ekha Putera³

^{1,2}*Department of Political Science, Universitas Andalas, Padang, Indonesia*

³*Department of Public Administration, Universitas Andalas, Padang, Indonesia*

* Corresponding author: billy.febrima@soc.unand.ac.id

ARTICLE INFO

Article history:

Received 01 August 2025

Received in revised form 27

October 2025

Accepted 21 December 2025

ABSTRACT

Regional spatial planning is a strategic public policy involving various interests and actors with a long-term orientation. However, in practice, spatial planning policies often face inconsistencies between regulatory objectives and regional development dynamics. This article aims to analyse the agenda-setting process in Padang City's spatial planning policy by examining how public issues are constructed, prioritised, and formulated into policy through the Padang City Regional Spatial Plan (RTRW) for 2010–2030. This research uses a qualitative approach, utilising a case study method. Data were collected through in-depth interviews, document studies, and policy tracing. The analysis was conducted using the concept of Agenda Setting Stages by Andersin and the concept of Agenda Setting by Nikolaos Zahariadis to explain and understand the patterns of interaction and interrelationship between official (within the government) and unofficial (outside the government) actors in policy formulation. The results indicate that the spatial planning agenda in Padang City is shaped by the dynamics of interactions among government, political, and non-governmental actors, with a dominant focus on economic development and investment interests. Development processes tend to prioritise technocratic and political considerations, while disaster mitigation and public interest are often neglected. These findings confirm that the agenda-setting process plays a crucial role in determining the direction and quality of regional spatial planning policies and has implications for the consistency of spatial planning policy implementation.

Keyword:

Agenda Setting; Public Policy; Spatial Planning; Development Planning Politics; Economic Politics

¹billy.febrima@soc.unand.ac.id

©2025. Billy Febrima Hidayat. Published by Jurnal JIEE

INTRODUCTION

Regional spatial planning is a public policy instrument that plays a strategic role in guiding sustainable regional development. This policy serves not only as a guideline for spatial utilization but also as an arena for long-term interaction between various economic, political, social, and environmental interests. Therefore, space is a political instrument, examining the relationships between production, property ownership, and creative social and aesthetic expression.

Efforts to regulate and control space are part of the goal of national spatial planning regulations, which are cascaded down to various perspectives and regulations at the regional level, adapting to the capabilities of local communities and the geographical conditions of heterogeneous regions, such as Indonesia. (Bappeda Kota Padang, 2019: 30-31). The tendency for various interests to arise in the use of space in the regions makes cross-sectoral spatial planning for Provinces, Districts/Cities not in line with the National Spatial Planning policy (RTRWN) (Suharyo, 2017: 2).

Regional spatial planning is an expression of various social, cultural, economic and ecological policies designed within a geographical framework (Déjeant, 2010: 12; Sitorus, 2015: 56). Multidisciplinary fields such as science, policy, politics, and administrative techniques are required through an interdisciplinary and comprehensive approach to spatial planning. This is useful in adapting to regional and community conditions when implementing planning (Anggraini, 2010: 3). An effective policy formulation mechanism to guarantee the aspirations and interests of the people, so that the results can be enjoyed and felt in line with control in spatial planning efforts.

Every actor, whether within or outside the government, is fighting or contesting urban spaces, including the

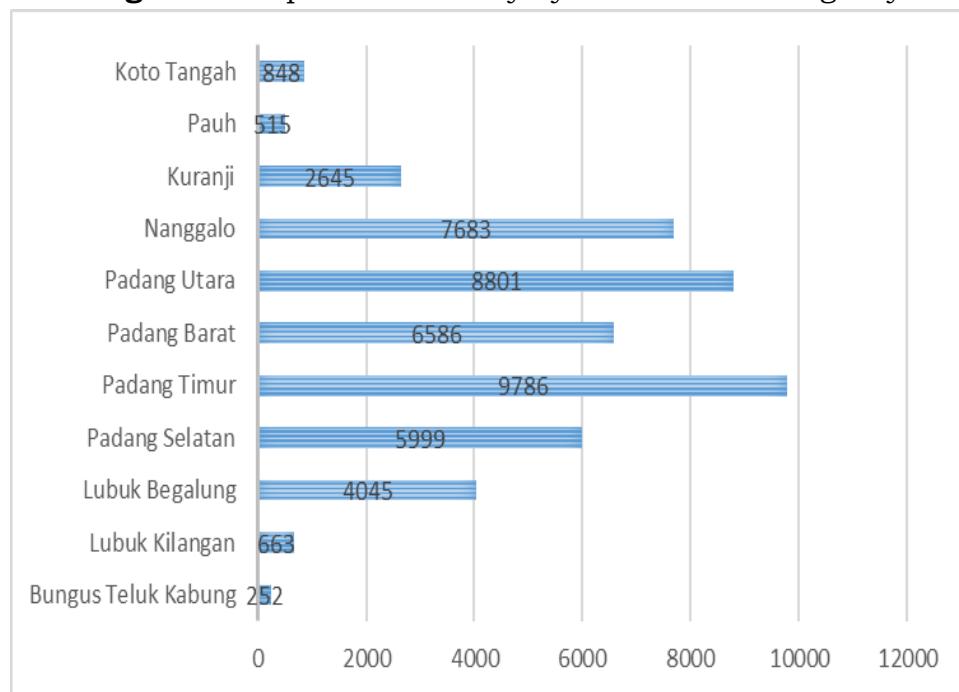
community environment and the power of investors and developers (Aminah, 2016). The spatial dynamics occurring in urban planning require political will from the government to develop sustainable cities. Diverse backgrounds, with ecological, social, and economic dimensions, remain unbalanced. This understanding is evident in the preparation of regional spatial plans (RTRW), where spatial patterns are constructed, leading to competition among stakeholders.

Constructed space is a form of space as a tool of thought to create power and control (Lefebvre, 1991: 26). In practice, spatial planning encompasses both the production and reproduction of space. One interesting phenomenon is the emergence of a social stratification struggle for control and access to space. This makes spatial planning a political issue with perspectives at different levels of the regional scale (Albrechts, 2004; Bacău et al., 2020; Gregorio et al., 2019).

There are actors (society, government, and investors) in the authority in the city area who become spatial variables as a political product, the composition of the ratio is not the same in controlling space between actors (Aminah, 2016; Annas & Rusnaedy, 2020; Hidayat et al., 2023; Nafiah et al., 2022). Urban spatial planning should not be done piecemeal, but instead carried out in a planned and sustainable manner (Djunire et al., 2018; Putera et al., 2020; Sulmiah et al., 2019).

Padang City, the capital of West Sumatra Province, spans an area of 694.96 square kilometers and has a population of 939,112, resulting in a density of 1,351 people per square kilometer. As the capital city, it serves a strategic role as the primary service center for government, health, economics, housing, and education. Its dense population is a key factor influencing Padang City's development and growth.

Diagram 1. Population Density by District in Padang City

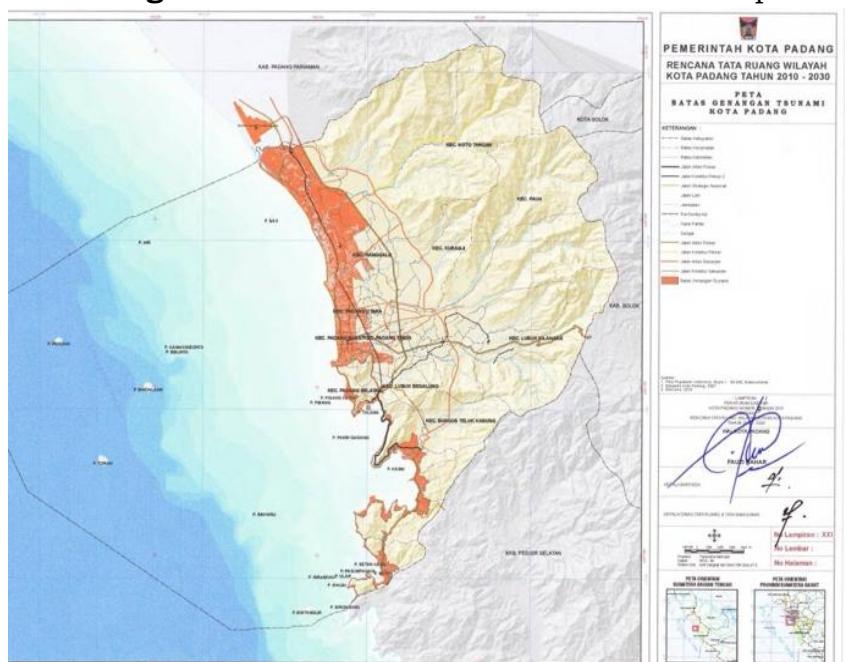


Source: BPS Padang City, 2022

The dynamics of national regulations are reflected in Regional Regulation (Perda) No. 04 of 2012 concerning the Spatial Plan for Padang City, Article 5, which defines Padang as an urban metropolitan area based on disaster mitigation and the development of the service, tourism, industry, and trade

sectors as supporting factors in spatial design. This dynamic can yield results through deregulation, but it can also shift towards regression. The strategic spatial concept is currently accepted and applied within the framework of disaster mitigation, investment, and regional development.

Figure 1. Tsunami Inundation Boundary Map



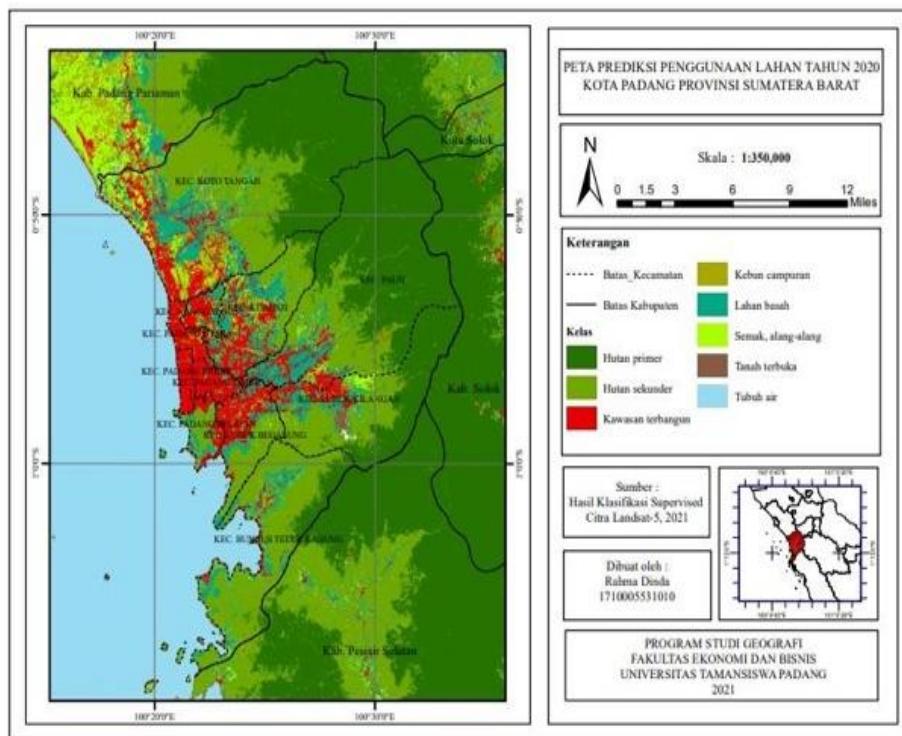
Source: Regional Regulation No. 4 of 2012

Following the earthquake in Padang City at the end of September 2009, the government designed urban spatial development by discussing the Padang City Spatial Planning (RTRW) regulation in 2010. The government exploited the impact of this tectonic disaster to realize its plan to relocate the central government area to the outskirts (peri-peri). The local government also incorporated stakeholder interests into development intervention efforts from all groups, especially the private sector, for reasons of economic resilience and efforts to meet the ASEAN Economic Community (AEC) objectives.

The 2012 Padang City Spatial Planning Regulation No. 4 serves as the

basis for long-term planning regulations from 2010 to 2030. Mayor Mahyeldi Ansharullah agreed to maintain the metropolitan area in accordance with disaster mitigation (HarianHaluan, 2017). Padang City has 11 sub-districts with a growth rate of 0.52%, a higher birth rate than death rate, and population migration, which also contributes to increased development. Population growth has led to increased demand for land and housing, creating a unique bargaining power for investors and the private sector to participate in the city's development.

Figure 2. 2020 Land Use Classification Map



Source: (Dinda et al., 2022)

The politics of spatial planning and development are not merely technocratic matters, but rather complex political processes characterized by dynamic policy agendas. In public policy studies, agenda-setting is understood as a crucial step in determining which issues are deemed important and worthy of government attention (Anderson, 1979). This process involves formulating public problems, selecting issues, and competing between actors to influence policy priorities.

Padang City, as one of the metropolitan cities in western Indonesia, faces complex spatial planning challenges. In addition to the pressures of economic growth and urbanization, Padang City is also located in a disaster-prone area, requiring spatial planning policies to consider risk mitigation seriously (Putera dkk., 2020; Ruang Direktorat Jenderal Penataan, 2003). However, various development dynamics demonstrate a tension between the interests of economic development and the principle of prudence

in spatial use. This situation makes Padang City a relevant empirical context for examining how spatial planning issues are constructed and prioritized within the regional policy agenda.

Based on this background, this article aims to analyze the agenda-setting process in Padang City's spatial planning policy by exploring how issues of disaster mitigation and regional economic investment are incorporated into the formulation of Regional Regulation No. 4 of 2012 concerning the Padang City Spatial Plan (RTRW). The phenomenon of actor contestation in the region is identified using Anderson's approach (Anderson, 1984) and Zahariadis (2016). This article aims to provide an in-depth understanding of the dynamics of actors' interests and power relations in the politics of urban spatial planning, focusing on disaster mitigation and its implications for maintaining the economic investment climate in the region, as well as the consistency of policy quality.

LITERATURE REVIEW

The policy network that occurs between stakeholders can be an effort to control each other for the public interest. (Suwitri, 2011). Spatial planning policies should raise diverse issues so that stakeholders can contribute to changing objectives that encompass a range of values and interests. The interactions and interrelationships of these actors can serve as an expression of public policy demands. Nikolaos Zahariadis's concept of agenda setting (Zahariadis, 2016) can help researchers explain the roles, relations and interests of both the structure and agents in the planning process, and the complex dynamics of urban development politics.

Meanwhile, Anderson (Anderson, 1984) emphasized that not all public issues automatically enter the policy agenda; only issues that successfully gain political legitimacy and support from key actors can be formulated into public policy. Thus, agenda setting serves as a primary entry point for understanding the direction and quality of a policy. Agenda setting in public

policy is influenced by three primary currents: problem, policy, and political currents. These three currents are interconnected and mediated by policy actors with different interests, resources, and capacities for influence. This approach is relevant for analyzing spatial planning policies, as the RTRW formulation process involves government actors, political actors, business actors, and community groups with often conflicting interests. (Aminah, 2016; Hakim, 2019; Takwim & Herman, 2021).

The Flow of Problems in Agenda Setting

Agenda setting is the initial and crucial stage in the public policy process, determining which issues receive government attention and are formulated as policy. Not all public issues automatically make it onto the policy agenda; only those that are successfully constructed as pressing public problems and gain support from key actors can be addressed by policymakers. Thus, agenda setting becomes an arena for competing ideas, interests, and power in the policy process (Anderson, 1979; Cobb & Elder, 1971).

The flow of problems from agenda setting is divided into three stages, namely:

- a. Private problems are problems that are experienced by a small number of people or one person and do not have a broad impact on the rest of society.
- b. Public Problem: A shift in stages that leads to the consequences of a problem that has a broad impact, both directly and indirectly.
- c. Issue: A continuation of a public problem, a conflicting public issue that ultimately leads to conflict. Differences of opinion become a process and a solution to the public problem.
- d. System agenda: An issue that attracts public attention and falls within the jurisdiction of government authority.
- e. Institutional Agenda: A series of issues that receive active and serious consideration by authoritative decision-makers.

From a classical public policy perspective, agenda setting is understood as a process of selecting issues influenced by actor capacity, institutional structures, and the surrounding political context. This process emphasizes that public policy is not created neutrally or technocratically, but rather through political mechanisms fraught with negotiation and compromise. (Lindblom, 1980; Stewart Jr et al., 2007) . Therefore, analyzing agenda setting is crucial to understanding why a policy takes a certain direction and ignores other policy alternatives (Mortensen, 2010; Zahariadis, 2016) .

Policy Flow in Agenda Setting

To be included in the government agenda, a balance between interactions and interrelations must be established not only by the community or regional aspirations, but also in line with the policy flow established by the central government. This means that not all issues can be included in the regional government's agenda. These limitations necessitate that regional governments make informed decisions.

Spatial planning as a public policy has special characteristics because it concerns long-term spatial use and involves cross-sectoral interests. Spatial planning policies often face a dilemma between the interests of economic development, environmental protection, and social interests. In this context, the agenda-setting process plays a role in determining which aspects are prioritized in policy (Albrechts, 2004; Beta, 2017) .

Political Currents in Agenda Setting

This approach positions policy actors as key elements in unlocking and exploiting policy opportunities. Actors act not only as problem interpreters but also as agents who frame issues, promote solutions, and build political coalitions. (Cobb & Elder, 1971) . In the context of spatial planning policy, government actors, political actors, business actors, and community groups have different interests and resources to influence the direction of policy. (Hakim, 2019; Takwim & Herman, 2021) . Political current factors also play a

role in determining whether policy issues are included in the policy agenda.

- a. Imbalance between groups becomes a threat that requires reaction and demands government action in decision-making
- b. The government agenda is set by political leaders. Political leadership factors become an analysis identifying political considerations that are synonymous with political advantage or concern for the public interest, or even considering both.
- c. Crisis or extraordinary events cause issues to be pushed onto the government agenda.
- d. Violence from protest movements.
- e. Specific political problems or issues that emerge in society and attract the attention of the public and policymakers.

Several studies have shown that the dominance of actors with access to political and economic resources tends to influence the priorities of policy agendas, resulting in policies that prioritize economic development interests over broader public interests (Aminah, 2016; Gerald, 2017) . This reinforces the view that spatial planning policy is an arena for contesting power, not simply a technical instrument for regional planning.

METHODS

This research uses a qualitative approach with a case study design to analyzed the agenda-setting process in Padang City's spatial planning policy. A qualitative approach was chosen because it allows for an in-depth understanding of the dynamics of issue construction, actor interactions, and political processes in public policy (Yin, 2008) . Case studies are used to examine policy phenomena contextually and holistically, particularly in the preparation of the Padang City Regional Spatial Plan (RTRW) for 2010–2030.

Research data was collected through in-depth interviews with key informants involved in the process of formulating the Padang City RTRW, namely the Former

Mayor of Padang (2004-2009 period, and 2009-2014 period), Commission I of the Padang City DPRD, the Padang City Regional Research and Development Agency (Bappeda), the Padang City Public Works and Spatial Planning Agency, the Padang City Legal Aid Institute (LBH), and the Padang City Chamber of Commerce and Industry (KADIN).

In addition, the researcher also used document analysis as secondary data, such as Regional Regulation No. 4 of 2012 concerning the Padang City Spatial Plan (RTRW), the Padang City Strategic Environmental Assessment (KLHS), documents from the Central Statistics Agency (BPS), and reports from focus group discussions (FGD) and public consultations conducted by the Padang City Development Planning Agency (Bappeda). The study also included related policy, legal, and planning documents. This secondary data was used to enrich the context of the analysis and strengthen the interpretation of the research findings (Creswell, John W. & Poth, 2013; Moleong, 2007).

In testing the accuracy of data obtained through triangulation as a technique for checking data obtained from various sources (Afrizal, 2014). This technique involved comparing interview data, public and personal opinions, and information conveyed by sources with document files. Triangulation informants

in this study included academics and the Association of Planning Experts (IAP), serving as independent actors and experts. The total number of key informants for the research was eight, and the triangulation informants were two.

Interview results and documents were selected and classified according to the data requirements, which required the researcher's analytical skills through both ethical and emic interpretations. The researcher captured the dynamics of Padang City's spatial planning policy between 2016 and 2022. The complexity of the dynamics emerged in the public sphere in 2016; however, the current research focuses on interviews conducted in 2023.

RESULTS

Construction of Padang City Spatial Planning

Padang City development planning is nothing new, as evidenced by the regional expansion plan enacted by Government Regulation (PP) No. 17 of 1980 concerning the Expansion of the Padang City Area from 33 km² with 3 sub-districts to 694.96 km² with 11 sub-districts. Then came the publication of the Padang City Master Plan (RIK) for 1983-1993, which was stipulated in Regional Regulation No. 10 of 1983.

Figure 3. Chronology of the preparation of the Padang City RTR 1982-2016



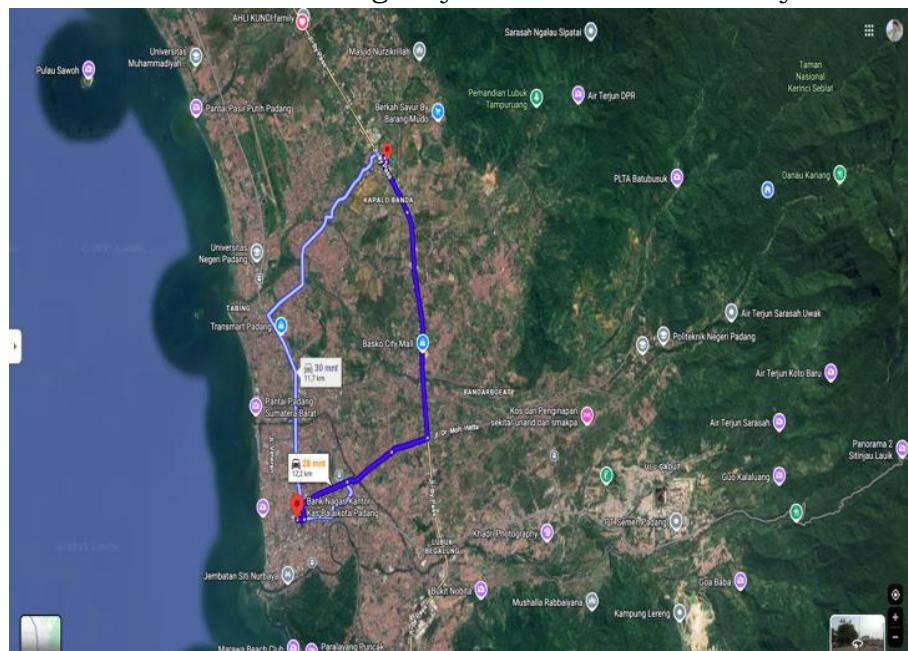
Source: Bappeda Kota padang

Regional governments and communities play a crucial role in improving the quality of development in their respective regions. As a policy stream, alignment of spatial planning must refer to Law No. 26 of 2007 concerning Spatial Planning and Government Regulation No. 26 of 2010 concerning Forms and Procedures for Community Roles in Spatial Planning, which are crucial regulations for protecting and guaranteeing the role of communities in spatial planning, spatial utilization, and utilization control to ensure they align with their rights and obligations.

As a city historically prone to tsunamis and earthquakes, disaster preparedness is crucial to mitigate their impact. Following the 2009 tectonic

earthquake in Padang, which posed a tsunami risk, the Mayor of Padang implemented disaster mitigation interventions in spatial planning. This is crucial for reducing risk and anticipating potential disasters. The first policy was to transform regional infrastructure and investors by constructing earthquake-resistant buildings as a disaster mitigation measure. The following policy, outlined in the Padang City Spatial Plan (RTRW), shifted the direction of local government offices to the outskirts, with the aim of influencing economic investors and developers to relocate to the suburbs.

Figure 4. The relocation of the Padang Mayor's Office from the City Center to Aia Pacah



Source: Google Map, 2025

Focus Group Discussions (FGDs) and Public Consultations are the initial steps for local governments to create a space for participation in the implementation of spatial planning policies. There are even regulations that bind local governments to fulfill their obligations to guarantee the community's right to participate in a policy agenda. This is expected to improve the quality of government policy decisions and reduce the likelihood of conflict. Communities are positioned as a substantive factor

contributing to the creation of a thriving and sustainable urban area.

The current problems are caused by the regional government's inability to efficiently compile a Detailed Spatial Planning Plan (RDTR) due to budget constraints. The regional government has chosen an alternative solution by gradually designing strategic sub-districts or corridors to be incorporated into the Padang City Spatial Planning (RTRW). The revision or review process (PK) of Regional Regulation No. 4 of 2012 has been lengthy,

with a short timeframe and rigid national regulations, resulting in the regional government being unable to substantively provide participatory space for the community.

The spatial planning agenda-setting process lacks public participation and involvement due to changing central regulations, ultimately resulting in delays in understanding the PK among different regional governments. Urban development and growth must be restructured with support from the central and regional governments in core development and supporting infrastructure to create clear and sustainable urban development potential. Developing a spatial planning agenda requires the support of every stakeholder to participate in the city's spatial planning policy agenda. This way, the technocratic approach to the

development process can minimize interference from government actors.

Actors in the Agenda-Setting Process

Issues raised for proposal in the agenda setting process through FGD and Public Consultation use data available from the relevant Regional Apparatus Organizations (OPD). Then, this process invites OPDs, and stakeholders play a role in the preparation of the RTRW. This is outlined in the City's KLHS as the basis for integrating the preparation of the RTRW policy agenda. The issues are analyzed by a Working Group (Pokja) originating from OPDs chaired by the Head of the Padang City Environment (LH) Service, along with the level of influence and interests of stakeholders in reviewing, analyzing, and evaluating policy plans and programs.

Table 2. Identification of Stakeholders and Their Influence in Agenda Setting

Stakeholders	Important and Influential	Important But Less Influential	Less Important But Influential	Less Important Less Influential
Public Works Service	✓			
Public Housing and Settlement Service	✓			
Bappeda	✓			
Department of Environment	✓			
public health Office		✓		
Department of Agriculture	✓		✓	
Food Service		✓		
West Sumatra Provincial Forestry Service				
Department of Maritime Affairs and Fisheries	✓			
Department of Culture and Tourism	✓			
Cooperatives and SMEs Service			✓	
Regional Disaster Management Agency			✓	
Dunia Usaha				
Local water company (PDAM)			✓	
Universitas				
Unand		✓		
UNP		✓		
UBH		✓		
LSM				
Walhi Sumbar		✓		

Source: KLHS Revised Padang City Spatial Plan 2010-2030

The interaction and interrelationship of these actors fosters synergy and enhances the quality of Padang City's spatial planning (RTRW) policy development. However, there are still challenges in understanding the active participation approach of each regional element, resulting in an irregular pattern. If regional government agencies (OPD), the community, investors, developers, and expert observers are consistently present, the RTRW formulation will proceed more optimally.

The researchers concluded that the stages of the spatial planning policy agenda emphasize two main components: first, the capacity of the sub-district head is considered as a representative of regional elements, making it difficult to substantially reach the private problem stage in the agenda setting process. Second, the OPD is the core problem to be resolved in the PK or RTRW revision. This can be seen from certain data from the appointed agencies and then enters the Public Consultation I & II stages and FGDs for assessment. Third, the problem formulation is reviewed by the Working Group to become recommendations for improving policy decision-making. In this case, spatial planning should include the interest of shifting the direction of private investment development from the city center to the outskirts, in addition to the ability of developers to shift settlements towards the outskirts. Spatial planning also contains demands from the global agenda, namely the Sustainable Development Goals (SDGs) as a pillar of sustainable development.

Power in spatial planning policy issues

The concept of agenda setting places power as a fundamental element of policymaking; an individual or group has the capacity to influence policymaking. This power empowers the government to formulate problems. This is one way in the policymaking process, thereby improving the performance of local governments in formulating problems.

Although the Padang City government is already aware of public issues that support the city's development, growth, and sustainability, including

issues of need within the context of the city's economic growth, direct access by private developers to the mayor tends to demand compliance with their consumer segments, which can lead to violations by developers.

Private sector actors consulted with the mayor, requesting alternative solutions. This problem is not isolated but is another consequence of the absence of industrial entrepreneurs in the design and formulation of disaster mitigation-based spatial planning policies. The proposed guarantee of resilience for regional economic development and the resulting benefits leads to the region submitting building and business permits directly to the mayor. This significant authority can be counterproductive, leading to widespread violations of the agreed-upon urban spatial planning design.

Socio-spatial planning holds power, a key element in policymaking, creating interactions and interrelations within policymaking. Developing a spatial planning policy agenda requires a technocratic and political process. The Regional Development Planning Agency (Bappeda) plays a vital role in policy formulation, as the agency addresses issues and issues that develop within the technocratic and political spheres. Bappeda, along with the mayor, submits substantial approval to the Ministry of Agrarian Affairs and Spatial Planning/National Land Agency (ATR/BPN).

Interaction of Problem Flow, Policy, and Politics

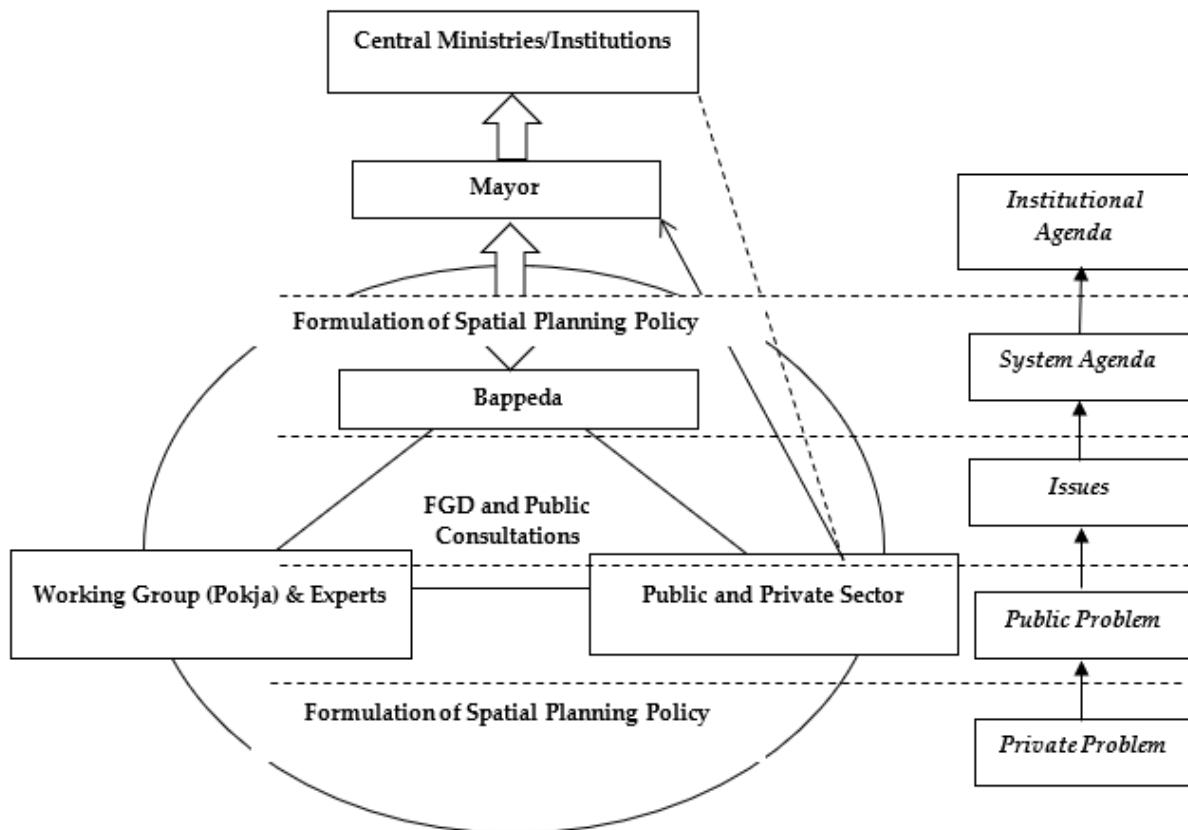
Urban spatial planning is the result of the planning, utilization, and control processes of urban areas. Efforts to create a quality city require a system of activities, networks, and the influence of institutional systems. Power, as the basis for policy agenda-setting, has a significant influence on the development of spatial planning policies. The Padang City Government's proposal, the concept of Padang City as a disaster mitigation-based metropolis supported by the development of the trade, services, industry, and tourism sectors,

was relatively successful in submitting a PK (Revised Approval) or revision of Regional Regulation No. 4 of 2019 concerning the 2010-2030 Padang City Spatial Plan (RTRW) to the Director General of ATR/BPN.

This proposal was made by the Regional Development Planning Agency (Bappeda), the agency with the most influence in drafting regional regulations and formulating issues for follow-up as part of regional dynamics. Furthermore, the formation of a Working Group (Pokja) was

and experts from academia were crucial considerations in the formulation. To gain perceptions, the Working Group analyzed strategic issues to proceed to the stage of soliciting responses from the community and the private sector. This stage is one of the substantive requirements for the formulation of public policy as regulated in Law No. 26 of 2007 concerning Spatial Planning and PP No. 26 of 2010 concerning the Form and Procedures for the Role of the Community in Spatial Planning.

Figure 5. Cross-Sector Interaction Flow



The preparation of the KLHS (Economic Spatial Plan) not only considers the interrelationships between sectors and regions, but also balances the resulting RTRW, ensuring that economic and environmental interests and sustainability are taken into account. Meanwhile, the principle of justice for marginalized groups is emphasized. However, this balance stems from the perceptions of the government and experts, whose dominance must be continuously monitored, as their tendency toward a technocratic perspective is often overlooked.

The potential complexity of spatial planning is fundamentally enormous. However, this complexity appears obscured by the enforced policies aimed at regulating space, both incentivizing and disincentivizing it. This has resulted in local governments viewing space needs from an infrastructure perspective, ignoring the public's understanding of spatial issues. Furthermore, the RDTR (Regional Spatial Planning) documents are inadequate and violations are often committed under the guise of property ownership and regional investment assets.

Amidst the complexities of spatial planning, major investment actors often rely on close relationships with local politicians to ensure compliance with post-decision policy implementation. While this is a serious violation, this consideration often overrides the rationale for the agreed-upon spatial planning outlined in the Padang City Environmental Impact Assessment (KLHS). Consequently, developers and large-scale businesses in the region are excluded from public consultations and focus group discussions (FGDs). This is because their exclusion and the inconsistency in market segmentation will impact economic distribution if they follow the guidelines of the Padang City Spatial Plan (RTRW).

The current problem stems from various local issues, such as the need to control land use, urban development pressures, and the increasing risk of disasters in the Padang City area. These issues are identified and constructed as policy issues through internal local government processes, particularly by the technical bureaucracy responsible for spatial planning. Although differences of opinion during the Public Consultation and FGD stages can be significant, this element can create a more optimal quality of public policy. Design from diverse perspectives can generate alternative solutions to complex problems, formulated step by step, until achieving the goal of a sustainable city.

The interaction of these three streams opens a policy window that allows spatial planning issues to be formulated into the Padang City Spatial Plan 2010–2030. However, research findings indicate that the intersection between the problem stream, the policy stream, and the political stream is not balanced. The political stream has a greater influence in determining when and how the policy window opens, as well as which issues are ultimately accommodated in the policy document. The dominance of this political stream confirms that the agenda-setting process in spatial planning policy is heavily influenced by the configuration of power and interests of policy actors, as reflected

in the dynamics of the formulation of the Padang City Spatial Plan (RTRW).

Implications of Agenda Setting for Policy Consistency

The research findings indicate that the agenda-setting process, dominated by particular interests, has direct implications for the consistency of spatial planning policies. The policy agenda, established from the initial formulation stage, is primarily influenced by development and investment interests, resulting in a policy orientation that tends to be pragmatic and short-term. This orientation is then reflected in the discrepancy between the normative objectives outlined in policy documents and the practice of policy implementation on the ground.

Normatively, the Padang City Spatial Plan (RTRW) emphasizes the principles of sustainability, spatial use control, and disaster risk mitigation as the foundation of spatial planning policy. However, the research found that during the implementation stage, these principles often clash with pressures from physical development and powerful economic interests. These pressures influence technical and administrative decision-making, resulting in policy practices that do not fully align with established normative directives.

Policy inconsistencies are still evident in the development of Padang City, which remains in the red zone for tsunami risk. Policy agendas established from the outset through the dominance of particular interests tend to result in policies that are vulnerable to compromise and adjustment during implementation. Thus, the quality and consistency of spatial planning policies cannot be separated from the agenda-setting process that precedes them, as is also emphasized in the public policy literature, which highlights that agenda-setting is a crucial stage that shapes the direction and capacity of policy implementation (Anderson, 1984).

Table 3. Characteristics of the Agenda Setting Process in Padang City Spatial Planning Policy

No	Dimensions of Analysis	Characteristics	Key Actors	Impact on Spatial Planning Policy
1	Construction Issues	Economic development and investment issues are presented as primary issues requiring immediate policy responses, while disaster mitigation and environmental sustainability are positioned as secondary issues.	Local governments, political actors, and business actors.	Policy agenda priorities tend to be oriented towards economic growth.
2	The Relationship between Actors and Power	The agenda-setting process is dominated by government actors and political actors who have formal authority and access to policy resources, with limited public participation.	Regional government, DPRD, key bureaucracy	The policy agenda reflects the interests of dominant actors more than public aspirations.
3	Policy Process Mechanism	Policy agendas are shaped through deliberative mechanisms and specific political momentum, with relatively minimal space for public deliberation.	Local government, political actors	The policy formulation process tends to be closed and elitist.
4	Implications for Policy Consistency	There is tension between the normative objectives of spatial planning policy and its implementation practices due to the dominance of certain interests in agenda setting.	Local government, policy implementing actors	Spatial planning policies have the potential to experience inconsistencies in the implementation and control of spatial utilization.

DISCUSSION

The findings of this study reinforce the argument in recent public policy literature that agenda-setting in spatial planning policy is a political process heavily influenced by the configuration of actors and interests operating in the local context. Collaboration between national and regional levels can provide a shared vision and consistent direction across administrative levels and sectors (Bacău et al., 2020; Gregorio et al., 2019). Space as a political product also has a variable relationship between regional and city authorities (Aminah, 2016).

Regional spatial planning is rarely neutral and technocratic, but rather is shaped by a process of issue construction that benefits actors with greater access to

political power and resources. This study's findings demonstrate a similar pattern, with economic development and investment issues more dominant on the policy agenda than disaster mitigation and environmental sustainability (Hakim, 2019; Kingdon & Stano, 2013; Sulmiah dkk., 2019; Zahariadis, 2016).

This finding is in line with recent research in spatial planning studies, which confirms that regional planning policies often serve as instruments to legitimize economic development interests, particularly in developing cities (Annas & Rusnaedy, 2020; Nafiah et al., 2022). In the context of Padang City, the spatial planning agenda not only reflects the technical needs of spatial management but also serves as a platform for political

negotiations between local governments, political actors, and economic interests. This pattern reinforces the finding that power relations play a central role in determining the direction of planning policy (Hakim et al., 2017).

Furthermore, even though investment has a very significant contribution to regional income, the government as a power actor should not dare to issue permits with the consequence of increasing the level of concentration in areas with a high risk of disaster (Hasnati et al., 2018; I'aannah & Tri Widodo, 2021; L.H & Hasyim, 2017; Musyafir et al., 2020). This will give rise to conflict in the future between the community and the company due to the struggle for control over access to natural resources that have been controlled by the company.

Various factors such as communication, resources, attitudes and even bureaucracy do have an influence on the implementation of the RTRW Regional Regulation, but the significant factor is the systematic planning document which has not yet been optimally implemented (Muhajir, 2017; Salim, 2017; Surchaman & Saputri, 2017).

While the sustainable development paradigm is always aligned with economic interests, this program should be participatory and serve as a reference for defining community needs such as welfare, safety, security, and comfort, thereby improving the quality of urban spatial planning. While the nature and reasons for policy agendas change over time, certainty about law, order, and defense are compelling applications in planning politics. The quality of spatial policy is inextricably linked to the planning process and the underlying agenda.

CONCLUSION

This study concludes that the agenda-setting process in Padang City's spatial planning policy is a political arena that determines the direction, priorities,

and quality of public policy from the initial stages of formulation. The research findings indicate that spatial planning issues are not formed neutrally or solely through technocratic considerations, but rather through a process of problem construction and issue selection influenced by the dominance of local governments, political actors, businesspeople, and developers. This dominance creates a policy agenda that is more oriented toward economic development and investment interests. Conversely, issues of disaster mitigation, environmental protection, and long-term public interest tend to be marginalised in the policy priority-setting process. Disaster mitigation often overlooks infrastructure as a deterrent to disasters, particularly when socio-spatial regulations are not fully implemented.

Furthermore, this study confirms that the interaction between problem streams, policy streams, and political streams in the agenda-setting process is unbalanced. Political momentum and short-term interests often take precedence over technical considerations and long-term sustainability in shaping the policy agenda. This imbalance results in tensions between the normative objectives of spatial planning policy as outlined in planning documents and its implementation practices on the ground. As a result, spatial planning policies are vulnerable to compromise and experience inconsistencies in the implementation and control of spatial use at the regional level.

In the discovery of spatial planning design, various challenges should be considered, such as natural challenges, social interactions, economic challenges, and cultural challenges. This should include formulating urban spatial planning policies in construction and finding solutions to problems in urban development, thus forming a policy that is implemented sustainably. Awareness of the use of space according to its intended

purpose is a shared responsibility of the government, the community, and the private sector. By positioning agenda setting as a strategic stage in public policy, local governments are expected to produce spatial planning policies that are more consistent, inclusive, and oriented towards the long-term public interest.

REFERENCES

Afrizal. (2014). *Metode Penelitian Kualitatif: Sebuah Upaya Mendukung Penggunaan Penelitian Kualitatif dalam Berbagai Disiplin Ilmu*. PT Raja Grafindo Persada.

Albrechts, L. (2004). Strategic (spatial) planning reexamined. *Environment and Planning B: Planning and Design*, 31(5), 743–758. <https://doi.org/https://doi.org/10.1088/b3065>

Aminah, S. (2016). Konflik dan Kontestasi Penataan Ruang Kota Surabaya. *Masyarakat: Jurnal Sosiologi*, 20(1), 59–79. <https://doi.org/10.7454/mjs.v20i1.4751>

Anderson, J. (1984). *Public Policy Making*. Holt, Rinehart and Winston.

Anggraini, N. (2010). Ruang Publik dalam Perancangan Kota. In *Yayasan Humaniora* (Vol. 59). Yayasan Humaniora.

Annas, A., & Rusnaedy, Z. (2020). Evaluasi Kebijakan Tata Ruang Dan Bangunan Reklamasi Pantai Metro Tanjung Bunga Kota Makassar. *Journal of Government Civil Society*, 3(2), 115–129. <https://doi.org/http://dx.doi.org/10.31000/jgcs.v3i2.1948>

Bacău, S., Grădinaru, S. R., & Hersperger, A. M. (2020). Spatial Plans As Relational Data: Using Social Network Analysis To Assess Consistency Among Bucharest's Planning Instruments. *Land Use Policy*, 92, 104484. <https://doi.org/10.1016/j.landusepol.2020.104484>

Bappeda Kota Padang. (2019). *Analisis Pengembangan Ekonomo Regional Kota Padang Dalam Menghadapi MEA Dan Kota Padang Sebagai Kota Metropolitan*. Pemerintah Kota Padang.

Beta, A. A. (2017). Perencanaan Tata Ruang Wilayah Bagi Kesejahteraan Di Indonesia. *Jurnal Ilmiah Cano Ekonomos*, 6(1), pp 1-6.

Cobb, R. W., & Elder, C. D. (1971). The politics of agenda-building: An alternative perspective for modern democratic theory. *The Journal of Politics*, 33(4), 892–915.

Creswell, John W. & Poth, C. N. (2013). Qualitative Inquiry & Research Design: Choosing Among 5 Approaches. In *Sage Publication* (3rd ed.). Vicki Knight.

Déjeant, M.-P. (2010). *Council of Europe Conference of Ministers responsible for Spatial/Regional Planning (CEMAT)* (Issue 3). Council of Europe Publishing.

Dinda, R., Mariati, H., & Fitriawan, D. (2022). Analisis Proyeksi Penduduk dan Alokasi Kebutuhan Lahan Pemukiman di Kota Padang 2020-2030. *Jurnal Azimut*, 4(1), 19–27. <https://doi.org/https://doi.org/10.1234/jaz.v4i1.790>

Djunire, S., Haselman, J. N., & Ahmad, B. (2018). The implementation of regional spatial planning policy in Manokwari Regency. *European Journal of Research in Social Sciences*, 6(4), 29–35.

Geraldly, G. (2017). Determinasi Kapitalisme Industri dalam Politik Penataan Ruang Perkotaan di Kabupaten Gresik. *Jurnal Pemikiran Sosiologi*, 4(1), 25. <https://doi.org/10.22146/jps.v4i1.23624>

Gregorio, M. Di, Fatorelli, L., Paavola, J., Locatelli, B., Pramova, E., Nurrochmat, D. R., May, P. H., Brockhaus, M., Sari, I. M., & Kusumadewi, S. D. (2019). Multi-Level Governance And Power In Climate Change Policy Networks. *Global Environmental Change*, 54, 64–77.

<https://doi.org/10.1016/j.gloenvcha.2018.10.003>

Hakim, A. L. (2019). Analisis Aktor Yang Berperan Dan Mempengaruhi Implementasi Kebijakan Tata Ruang: Studi Di Kabupaten Pandeglang. *The Indonesian Journal of Public Administration (IJPA)*, 5(1), 1–16. <https://doi.org/10.52447/ijpa.v5i1.1647>

Hakim, A. L., Kolopaking, L. M., Siregar, H., & Putri, E. I. K. (2017). Struggle for Resources Water: Analysis Conflict and Politics of Spatial Planning. *Sodality: Jurnal Sosiologi Pedesaan*, 5(2), 81–91. <https://doi.org/https://doi.org/10.2500/sodality.v5i2.17901>

HarianHaluan. (2017). *Wujudkan Kota Metropolitan, Padang Mesti Banyak Berbenah*. Harian Haluan.

Hasnati, H., Yalid, Y., & Febrina, R. (2018). Dampak Kebijakan Rencana Tata Ruang Wilayah Terhadap Iklim Investasi Bidang Usaha Perkebunan di Provinsi Riau. *Jurnal Hukum Respublica*, 16(2), 283–297. <https://doi.org/10.31849/respublica.v16i2.1441>

Hidayat, B. F., Asrinaldi, A., & Putera, R. E. (2023). Agenda Setting dalam Penataan Ruang di Kota Padang (Studi Kebijakan Perda No. 4 Tahun 2012 tentang Rencana Tata Ruang Wilayah Kota Padang Tahun 2010-2030). *Jurnal Birokrasi & Pemerintahan Daerah*, 5(4), 182–198.

I'aannah, F., & Tri Widodo, A. (2021). Degradasi Fungsi Legislasi Dprd Dalam Sentralisasi Kebijakan Penetapan Rencana Tata Ruang Wilayah Di Kabupaten/Kota. *Jurnal Jendela Inovasi Daerah*, 4(2), 12–28. <https://doi.org/10.56354/jendelainovasi.v4i2.103>

Kingdon, J. W., & Stano, E. (2013). *Agendas, alternatives, and public policies* (Pearson ne). Pearson, Harlow. <https://doi.org/https://doi.org/10.1002/pam.4050050316>

L.H, M. T., & Hasyim, S. (2017). Analisis Qanun Nomor 2 Tahun 2018 Mengenai Kawasan Pasar Rukoh Yang Tidak Termasuk Kedalam Rencana Tata Ruang Wilayah Kota (Rtrwk) Banda Aceh. *Jurnal Ilmiah Mahasiswa Bidang Hukum Kenegaraan*, 5(4), 37–52.

Lefebvre, H. (1991). The Production Of Space. In D. N.- Smith (Ed.), *Basil Blackwell*. Basil Blackwell. <https://doi.org/10.4324/9781315565125-7>

Lindblom, C. E. (1980). *Proses Penetapan Kebijakan (terjemahan)* (Syamsudin Ardian (ed.); 2nd ed.). Erlangga.

Moleong, L. J. (2007). *Metode penelitian kualitatif*. Bandung: Remaja Rosdakarya.

Mortensen, P. B. (2010). Political Attention and Public Policy: A Study of How Agenda Setting Matters. *Nordic Political Science Association*, 33(4), 356–380. <https://doi.org/10.1111/j.1467-9477.2010.00254.x>

Muhajir, A. (2017). Kebijakan Pengendalian Pemanfaatan Ruang Dalam Pelaksanaan Ketentuan Penataan Ruang Di Kota Baubau Provinsi Sulawesi Tenggara. *Jurnal Renaissance*, 2(2), 184–193.

Musyafir, Astomo, P., & Rasyid, F. (2020). Tinjauan Yuridis Terhadap Kebijakan Pemerintah Kabupaten Mamuju Terkait Penataanruang Wilayah. *Jurnal Hukum Unsalbar*, 2(1), 32–47. <https://doi.org/https://doi.org/10.31605/j-law.v2i1.590>

Nafiah, M., Ati, N. U., & Suyeno, S. (2022). Evaluasi Kebijakan Rencana Tata Ruang Wilayah Kota Batu Tahun 2010-2030. *Jurnal Respon Publik*, 16(6), 19–27.

Putera, R. E., Valentina, T. R., & Rosa, S. A. S. (2020). Implementasi Kebijakan Penataan Ruang Berbasis Mitigasi Bencana Sebagai Upaya Pengurangan Resiko Bencana di Kota Padang. *Publik (Jurnal Ilmu Administrasi)*, 9(2), 155. <https://doi.org/10.31314/pjia.9.2.155-167.2020>

Ruang Direktorat Jenderal Penataan.

(2003). *Sejarah Penataan Ruang di Indonesia*. Direktorat Jenderal Penataan Ruang.

Salim, M. (2017). Analisis Kebijakan Pengadaan Ruang Terbuka Hijau melalui Perda Nomor 10 Tahun 2012 tentang Rencana Tata Ruang Wilayah Kabupaten Tegal Tahun 2012-2032. *Journal of Politic and Government Studies*, 6(2), 311–320.

Sitorus, O. (2015). *Konsolidasi Tanah, Tata Ruang, dan Ketahanan Nasional*. STPN Press.

Stewart Jr, J., Hedge, D., & Lester, J. P. (2007). *Public policy: An evolutionary approach* (3rd Editio). Wadsworth.

Suharyo, S. (2017). Problematika Penegakan Hukum Penataan Ruang Dalam Pelaksanaan Otonomi Daerah. *Jurnal Rechts Vinding: Media Pembinaan Hukum Nasional*, 6(2), 171. <https://doi.org/10.33331/rechtsvinding.v6i2.185>

Sulmiah, S., Sakawati, H., Widyawati, W., & Rukmana, N. S. (2019). Analisis Kebijakan Pembangunan Kawasan Metropolitan Di Indonesia Timur: Dampak terhadap Tata Kelola Perkotaan. In *Jurnal Ilmu Administrasi: Media Pengembangan Ilmu dan Praktek Administrasi* (Vol. 16, Issue 2, pp. 258–272). <https://doi.org/10.31113/jia.v16i2.519>

Surchaman, F., & Saputri, E. (2017). *Implementasi Kebijakan Rencana Tata Ruang Wilayah Kabupaten Pamekasan Dalam Perspektif Sustainable Development*. 2(1), 17–24. <https://doi.org/http://dx.doi.org/10.53712/aspirasi.v2i1.129>

Suwitri, S. (2011). *Jejaring Kebijakan Publik: Kerangka Baru Penyelenggaraan Pemerintahan* (p. 51). Universitas Diponegoro.

Takwim, S., & Herman, S. R. W. (2021). Kebijakan Tata Ruang Berbasis Inklusifitas Aktor. *Government: Jurnal Ilmu Pemerintahan*, 14(2), 97–103.

Yin, R. K. (2008). *Studi Kasus, Desain dan Metode*. PT. Raja Grafindo Persada.

Zahariadis, N. (2016). Handbook of public policy agenda setting. In *Handbook of Public Policy Agenda Setting*. Edward Elgar. <https://doi.org/10.4337/9781784715922>