

Public Policy Failure (Case Study of Medan City Regional Regulation Number 5 of 2022 Regarding the Determination of Zoning for Street Vendor Activities in Medan City)

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ABSTRACT

Medan as one of the largest cities in Indonesia and the center of the economy in North Sumatra is certainly not free from the problem of unemployment. Unresolved unemployment, limited new job opportunities and the pressure of economic needs to survive have caused some people to look for alternative jobs outside the formal sector. The informal sector that is widely engaged in by people in Medan City is Street Vendors (PKL). This study uses descriptive research with a qualitative approach. The results of the study indicate that the Failure of Public Policy on Determining Street Vendor Zoning in Medan City is Due to the Inability to Form a Special Task Force Approved by the BAPPEDA Service Based on the Systemic Failure Theory of Hudson, Hunter, and Peckham.

INTRODUCTION

It is only natural that along with the development of economic activities, the formal and informal sectors also develop. Some workers seek other jobs outside of these sectors due to unresolved unemployment, lack of new career opportunities, and the pressure of money to live. Street Vendors (PKL) are an informal sector that is widely engaged in by Medan City residents. Small businesses with limited funding, scope, and company growth often form this unorganized industry. Because street vendors are informal sector trade businesses, they must be empowered and organized to help the community's economy develop while also becoming a source of affordable goods needed by the community (Mustaqim M, 2018).

Medan is one of the largest urban areas in Indonesia. Medan, the fourth largest city in Indonesia after Jakarta, Surabaya, and Bandung, has the characteristics of a rapidly developing metropolitan city with various social, cultural, and economic activities. Medan is the economic center of North Sumatra and one of the largest cities in Indonesia. The two main factors that influence the development of the city are population growth and economic growth (trade and industry). The current growth of containers is not balanced with the increasing desire and potential of the Medan community in trade activities which are currently very large (Maulana, 2019).

With a population of 2,478,145 people and a population density of 9,352 people per km², Medan City consists of 151 sub-districts and 21 districts spread over an area of 265.00 km² (BPS, 2024). According to Bappenas, together with Jakarta and Surabaya, Medan is one of the four main development centers in Indonesia. Researchers collected data related to the population growth of Medan City in 2023 from the Ministry of Home Affairs website which is presented in the table below:

Table 1. Population People

No	City	Province	Visualization of Ministry of Home Affairs Data 2023	Ministry of Home Affairs Data 2015
1	Jakarta Timur	DKI Jakarta	3.310.146	2.852.887
2	Surabaya	Jawa Timur	3.000.076	2.805.906
3	Jakarta Barat	DKI Jakarta	2.615,945	2.234.387
4	Bandung	Jawa Barat	2.555.187	2.339.463
5	Medan	Sumatera Utara	2.530.493	2.465.469

Source: Ministry of Home Affairs Website

From the table above, it can be seen that Medan City has the fifth highest population growth in Indonesia. Table 1.1 also proves that population growth in Medan City from 2015-2023 has increased quite significantly. Rapid population growth, urbanization, and the growth of certain sectors that are not in line with

the increase in employment opportunities are the causes of the increasing unemployment rate in Medan City. Uneven economic growth can increase the gap between economic groups, so that some groups may have difficulty getting jobs. The Medan City Government continues to carry out activities aimed at reducing the increasing unemployment rate in the city. Quoted from the Medan City Central Statistics Agency, the open unemployment rate in Medan City in 2021-2023 decreased. This is known through the following table:

Table 2. Quoted from the Medan City Central Statistics Agency

Regency/City	Open Unemployment Rate (Tpt)		
	2021	2022	2023
Kota Medan	10.81	8.89	8.67
Kota Tebing Tinggi	8.37	6.39	6.24
Deli Serdang	9.13	8.79	8.62
Kota Binjai	7.86	6.36	6.10
Serdang Bedagai	3.93	4.98	4.97

Source: Central Bureau of Statistics (2024)

This table shows that Medan City is in the highest position in terms of unemployment rates in North Sumatra, especially in the districts and cities that are close to Medan City, in the last 3 years Medan City has also succeeded in reducing the unemployment rate from 10.81 in 2021 to 8.67 in 2023. Due to the decreasing number of jobs available, many people are turning to starting their own businesses in the informal sector, including becoming street vendors. This can be seen from table 3 which shows the number of residents whose livelihoods are traders in Medan City District in 2023:

Table 3. Rates in North Sumatra

Kecamatan	Pedagang
Medan Tuntungan	122
Medan Johor	498
Medan Amplas	43
Medan Area	26
Medan Kota	97
Medan Maimun	584
Medan Polonia	1717
Medan Baru	865
Medan Selayang	1015
Medan Sunggal	1744
Medan Helvetia	486
Medan Petisah	1495
Medan Barat	696
Medan Timur	482
Medan Perjuangan	387
Medan tembung	61
Medan Deli	223
Medan Labuhan	12
Medan Marelan	186
Medan belawan	17

Medan Denai	70
Jumlah	10826

Source: Central Bureau of Statistics (2024)

This table shows the unexpected growth and various forms and services offered by street vendors. Along with population growth and development, development never stops. Street vendors have good and bad impacts and are growing rapidly. The benefits are that they are a source of income for the region and a substitute for reducing unemployment. However, there are disadvantages, namely disrupting the neatness, orderliness, and attractiveness of the streets. Therefore, the government must work to find a reasonable solution to this problem and educate street vendors regarding the current regulations. To offer solutions, such as location planning for street vendors, government cooperation is also needed.

Given their low level of education, most of these street vendors are the result of a lack of job opportunities that can support them. As a result, most of them seek other methods to support themselves, such as working as street vendors. One strategy to overcome unemployment in Medan City is the existence of street vendors, which if operated properly, can also increase per capita income. Medan city street vendors are growing rapidly every year. In Medan city, the problems are increasing along with the increasing number of street vendors (Ramdhani, R. 2021).

One of the main components of regional government administration is efforts to improve people's standard of living in various fields according to their abilities, which allows for the realization of community welfare efforts. Street vendors engaged in the economic sector are one of the potential sources of community financial resources. As has been and is being implemented by the Medan City Regional Government, the regulation and regulation of street vendors is an integral part of regional sovereignty. Street vendors are considered important for the peace and public order of Medan City, considering the large number of street vendors spread around the center of Medan City. This is in accordance with the research of Setiawan (2017) in Damara (2020) which states that the regulation of street vendors is one of the things that is considered important in order to maintain peace and public order in a city.

The policy of arranging and fostering street vendors is implemented to avoid negative impacts such as traffic jams, damage to public facilities, and cleanliness in every region including in Medan City. The placement of irregular and unorganized trading facilities, which often dominate public spaces, is an indication of this. However, the public's desire for street vendors has also caused their availability to increase. Street vendors are still needed by the community, especially the lower class, to meet their affordable needs and have an additional negative impact on the surrounding environment. In addition, the existence of street vendors also has the potential to create positive externalities that are often exploited by certain parties in rent seeking, even the security forces (Muhammad, G. (2020).

One of the tasks of the regional government as an autonomous region in order to achieve the objectives of regional government administration is the arrangement and protection of street vendors. To advance and develop the

community, the regional government is given the authority and autonomy to regulate and supervise various government affairs. Therefore, the government's role in this matter is very much needed, because it is the only entity that has the highest authority in community life. Therefore, the government needs to formulate its authority in regulations or policies that create compliance and order from all members of its community (Wildani, 2020).

In this regard, the Medan City Regional Government has issued Medan City Regional Regulation Number 5 of 2022 concerning the Determination of Street Vendor Activity Zoning. Street vendor activities and locations are determined into three zones, namely;

1. Red zone

The red zone includes areas such as provincial and national highways, in front of medical facilities, and in front of houses of worship where street vendors are not permitted.

2. Yellow zone

The yellow zone is an area, such as a road or a specific place with certain operating hours, where the Medan City Government grants permission to carry out short-term and conditional street vendor (PKL) business activities.

3. Green zone

The Medan City Government has allowed street vendors to set up stalls in the green zone, where they can gather and arrange all kinds of merchandise without any time limits.

The policy for determining street vendor zoning regulated in Regional Regulation No. 5 of 2022 is an effort by the Medan City Government to balance the need for street vendors and the need to maintain city order. This zoning was created to ensure that street vendors have a legitimate space to carry out their activities without disturbing public order. This policy is expected to minimize conflicts between street vendors, residents, and the government, create a more orderly economic space, and reduce the negative impacts caused by uncontrolled street vendor activities (Harahap, 2022).



**Figure 1. Image of street vendors in front of USU campus
(Source: Detik.com)**

In reality, the implementation of Regional Regulation No. 5 of 2022 shows various weaknesses that indicate the failure of the policy. Many street vendors continue to operate outside the designated zones, indicating that there

are significant challenges in regulating street vendors in accordance with existing policies. For example, some street vendors are not yet aware of the existence of regulations related to zoning and some feel that the designated zones are not economically strategic, resulting in them being reluctant to comply with existing regulations. So they choose to continue operating in the old location (Nasution, 2023).

Public policy analysis proves that policy failure is often not only caused by shortcomings in the planning aspect, but also by various factors in the implementation stage. One of the main causes in this case is that the implementers do not understand the regulations that have been made by the government and street vendors do not always get sufficient information regarding the benefits of the zoning policy, as well as the risks and sanctions if they violate the rules. In addition, weak supervision in law enforcement in the field makes this policy difficult to implement consistently, even when the government has tried to establish clear rules (Amalia, 2022).

The theory of public policy failure helps to understand that unsuccessful policies are often the result of errors in the design and implementation stages. Many street vendors continue to operate outside the designated zones, indicating problems in the implementation of the policy. This situation proves that the policy is experiencing what is called "systemic failure", a concept introduced by Hudson, Hunter, and Peckham (2019), which focuses on policy failure due to weaknesses in the design and implementation of the policy system. In addition, Nugroho (2014) stated that effective implementation requires synergy between policy formulation, supervision, and adequate support from the community. In the case of Regional Regulation No. 5 of 2022, the gap between design and implementation is seen in the lack of coordination and understanding between implementers in implementing the policy. The implications of this policy failure can have a negative impact not only on the economic conditions of street vendors but also on the Medan City community as a whole. Street vendors' non-compliance with zoning policies causes various problems, such as traffic congestion and public order disturbances, to continue. On the other hand, this failure also reduces the level of public trust in the government, which is considered incapable of enforcing regulations and providing appropriate solutions to existing problems. Thus, the failure of this policy not only affects the informal sector economy but also has the potential to damage the government's image and hinder future efforts to improve urban governance (Saragih, 2023; Abdullah, 2023).

This study is important because it provides a comprehensive review of the reasons for the failure of Medan city's street vendor zoning regulations and offers suggestions for creating regulations that are more sensitive to the interests of the community. It is hoped that this study will provide more practical advice to Medan City policymakers to deal with the informal sector by identifying key elements that influence the success of this policy. Furthermore, it is hoped that the findings of this study will serve as a guide for other cities in Indonesia that face similar difficulties in controlling street vendors.

THEORETICAL REVIEW

Systemic Failure Theory in Public Policy

The zoning policy for street vendors aims to regulate the existence of informal traders in urban areas. This zoning is intended to create order in public spaces, improve the aesthetics of the city, and reduce congestion that is often caused by the activities of street vendors (PKL) in strategic places. However, the implementation of the PKL zoning policy often faces various obstacles that prevent the policy from running as expected. The failure of the PKL zoning policy is explained through the systemic failure theory put forward by Hudson, Hunter, and Peckham, which views policy failure as the result of complex interactions in a policy system that includes various actors and interrelated elements (Hudson, Hunter, & Peckham, 2019). In the context of PKL zoning, systemic failure can occur when the city government, law enforcement officers, street vendors, and the community do not have good coordination and have different interests. This systemic failure makes it difficult to implement zoning policies effectively and sustainably, resulting in non-compliance from traders or even resistance from the community.

Hudson argues that policy failure is systemic when there is a mismatch between the various elements involved in the policy, such as policy planning, government structure, coordination between related agencies, and the response from the community that is the object of the policy. In the case of Regional Regulation No. 5 of 2022 concerning the Determination of Street Vendor Zoning, systemic failure can be seen in several aspects that hinder the success of the policy. One of the main aspects that can be analyzed is how this policy was made without paying close attention to the social and economic conditions of street vendors in Medan City. Street vendors in this city mostly come from people who do not have access to formal markets, and their existence is part of the informal economy that is vital for them to survive. In this case, the failure of Regional Regulation No. 5 of 2022 can be understood as a failure of the system in understanding the existing socio-economic dynamics.

After the planning stage, policy implementation becomes a key factor in determining the success or failure of a public policy. In the case of Regional Regulation No. 5 of 2022, the failure in implementing this policy was also caused by the government's inability to provide sufficient resources, both in terms of budget, manpower, and facilities to support the policy. For example, when this policy was implemented, there was no adequate relocation market for street vendors who had to be moved from the prohibited zone. In addition, the lack of facilities and infrastructure to support street vendor activities in the designated places made it difficult for them to adapt to the new policy. The bureaucratic structure in the Medan City Government also does not fully support the implementation of this policy. The lack of coordination between agencies involved in this zoning policy, such as the Trade Office, Transportation Office, and Satpol PP, hampers supervision and law enforcement against policy violations. This lack of integration causes the policy to be ineffective, and makes street vendors feel that they are being treated unfairly.

Empirical Studies on the Failure of Street Vendor Zoning Policy Implementation

Several empirical studies prove that the failure of street vendor zoning implementation is a classic example of systemic failure in public policy. A study in Jakarta, for example, found that the street vendor zoning program in several markets was ineffective due to the lack of adequate infrastructure support and weak supervision by local officials (Prasetyo, 2020). This study proves that even though the government has designated a special area for street vendors, many traders continue to sell outside the designated zone, due to the mismatch between the needs of traders and the availability of facilities in the regulated area.

The government tries to regulate traders in prohibited areas, while traders continue to try to sell in strategic locations that are crowded with visitors. This conflict shows an imbalance in policy implementation, where the economic interests of street vendors are often ignored (Sari & Wijaya, 2021). This study supports Hudson et al's view regarding how differences in goals and conflicts between actors contribute to the failure of zoning policies.

Determination of Street Vendor Zoning

Hanandini (2023) defines zoning as an area that serves a specific purpose depending on time and place. For street vendors, zoning changes can mean profit or loss. Street vendors may respond well to zoning that offers benefits, but they will oppose zoning that does not provide benefits. Medan City Regional Regulation Number 5 of 2022 is quoted. Determining the zoning of street vendor operations is one way to protect all Indonesian residents. The phrase "street vendor" refers to an economic entity operating in the unorganized sector that carries out its operations on the sidewalk.

Interference between the function of the sidewalk as a pedestrian area and the function of the road as a vehicle lane is a common example. The Medan City Government must consider strategic locations and aesthetic factors in determining the zoning of street vendor activities in order to solve this problem and allow street vendors to expand into new areas. In order to answer the problem of street vendors in Medan City, the Medan City Government has made a special regulation regarding the determination of the zoning of street vendor activities in Medan City.

METHODOLOGY

This study uses a qualitative approach for descriptive research. In addition, the setting and people in general are the focus of this method. Three factors also influence the use of each approach in this study: the emphasis on historical or contemporary events, the type of research question, and the researcher's control over the events and behaviors being investigated. Research topics related to "how" and "why" are more appropriate for this study (Creswell, 2010). In general, qualitative research is designed to provide authentic experiences and convey meanings found in the field through direct communication between research subjects and researchers. The purpose of qualitative research is to better understand social issues using extensive reporting from informants, natural settings, and the creation of holistic and comprehensive pictures in words.

The Medan City Government has enacted Medan City Regional Regulation Number 5 of 2022 concerning the Determination of Zoning for Street Vendor Activities in Medan City in an effort to realize the aesthetics of Medan City that is clean and increasingly neat. However, the analysis of the shortcomings of Medan City's zoning policy is the main objective of this study. This study was conducted from June 2024 until completion.

Research Informants

The data needed for this research plan is primary data collected from structural officials in the Medan City environment. The primary data used in this study is interviews with key research informants, namely;

1. Medan City Cooperatives, SMEs and Industry Service
2. Medan City Civil Service Police Unit
3. Street Vendors in Medan City

Data Collection Techniques

Moleong (2011) emphasized that words and actions are the primary sources of qualitative research data. Furthermore, these primary data sources are documented through written notes, audio or video recordings, photographs, or films.

The following are the data collection methods used in this study: Primary data, specifically, data collected directly from the field to obtain information that is not accessible within the institution. The following people are responsible for collecting this primary data:

1. In-depth Interviews

In-depth interviews are the type of interviews used in this study. Questions are carried out openly where the answers are fully explored from informants and there are follow-up questions to previous questions to further explore the desired information. The informants targeted are a number of structural officials at the Medan City Government and street vendors.

2. Direct observation

The findings from direct observation of this study are documented descriptively, by seeing and documenting events that arise correctly and understanding the relationships between their various components. As a source of analysis and justification, data and information can be presented as quantitative or qualitative data tables, maps or graphs related to research, or image visualizations.

3. Secondary Data

Secondary data, collected from a number of community leaders, the validity of the data can be explained, and bibliographic books, decisions, journals, articles, print and electronic media, and other written materials. In line with the implementation of Medan Regional Regulation No. 5 of 2022, secondary data collection includes collecting information and literature related to the Legal Model and Community Development and has a database. Research journals, conferences, theses, dissertations, handbooks, and other sources are sources of this literature.

Data Analysis Techniques

Identify themes and develop working hypotheses from data, data analysis is the act of organizing and classifying data into patterns, categories, and fundamental units of description. Moeleong (2004). Qualitative methods are used in research analysis. Research techniques that provide descriptive data are called qualitative approaches. To enhance the analysis of trends in study results, this descriptive data—which can be written or spoken words and behaviors witnessed by individuals—is collected through in-depth interviews and then categorized with information obtained from the literature search.

Qualitative analysis still uses words that are usually arranged into expanded text and does not use mathematical or statistical calculations as analytical tools, although data can be collected in various ways (such as observation, interviews, document digests, or recordings) and processed before use (such as by typing, editing, transcribing, or recording).

Data reduction, data presentation, and conclusions/verification are three simultaneous streams of operations that form analytical activities, according to Miles and Huberman. Occurring simultaneously implies that the processes and interactions of the cycles before, during, and after data collection in parallel form that provide broad insights known as "analysis" are interrelated with data reduction, data presentation, and conclusions/verification. Interview transcripts, data reduction, analysis, interpretation, and triangulation are some of the data analysis methods used in qualitative research. After data analysis, conclusions can be drawn from the findings. Researchers use the following data analysis methods.

DISCUSSION

This part allows you to elaborate on your results findings academically. You must not put numbers related to your statistical tests here; instead, you have to explain that numbers here. You have to compile your discussion with academic supports to your study and a good explanation according to the specific area you are investigating.

Failure of Street Vendor Zoning Policy According to the Systemic Failure Theory by Hudson, Hunter, and Peckham

This study aims to analyze the failure of public policy implemented in Medan City Regional Regulation (Perda) No. 5 of 2022 concerning Zoning Determination for Street Vendors (PKL) in Medan City. The main focus of this study is to identify various factors that cause failure in the implementation of the policy, using the Systemic Failure theoretical framework according to Hudson, Hunter, and Peckham. This theory explains that policy failure is not solely caused by errors in one particular aspect, but is the result of systemic failure involving failure of coordination between elements in the public policy system.

In this chapter, the researcher will present the results of the analysis carried out on interviews with various parties involved in the policy, both from the local government and street vendors. This analysis will map the various problems that occur during the planning, implementation, and evaluation of the street vendor zoning policy. Furthermore, this analysis will also link these findings to the

Systemic Failure theory which is used as a basis for understanding the root causes of policy failures that occur.

The street vendor (PKL) zoning policy in Medan City was initiated with the aim of creating order and regulating the presence of street vendors who often disrupt the comfort of public spaces. However, this policy has not shown the desired results. One of the factors that caused this failure was the lack of coordination between related institutions and the absence of a special task force (satgas) to oversee the policy. This study aims to analyze how this failure of coordination impacts the failure of the street vendor zoning policy in Medan City, and to explain this using the Systemic Failure theory according to Hudson, Hunter, and Peckham. The Systemic Failure theory highlights how the failure of public policy is often the result of dysfunction in the larger government system, including problems of coordination between institutions, limited resources, and conflicts of interest that are not resolved properly. In the context of the street vendor zoning policy in Medan City, the researcher argues that this failure was triggered by the lack of effective coordination between related agencies, which ultimately led to the government's inability to implement the policy successfully.

Ineffective Coordination Causes Failure of Street Vendor Zoning Policy in Medan City

Coordination between institutions is one of the key aspects that can influence the success or failure of a public policy. In the context of determining the street vendor zoning policy in Medan City, the problem of coordination between the institutions involved is very crucial. The BAPPEDA Office, Satpol PP, and the Cooperatives, SMEs, Industry and Trade Office are the institutions involved in this policy. However, according to the results of interviews with several informants from the Cooperatives, SMEs, Industry and Trade Office, coordination between related institutions did not run smoothly.

Interviews with officials from the Cooperatives, SMEs, Industry and Trade Office of Medan City revealed several major problems that influenced the success of the street vendor zoning policy. In their explanation, it was seen that although the zoning policy had been designed with the aim of organizing street vendors to be more orderly and not disrupt public order, there were several significant challenges that hampered the implementation of this policy.

According to the Head of the Cooperatives, SMEs Division, this policy is actually part of an effort to provide a more organized space for street vendors. They noted that since Regional Regulation No. 5 of 2022 was passed, there have been a number of locations designated to accommodate street vendors who previously set up their stalls in locations that were not in accordance with their designation. However, according to them, although this policy has good intentions, there are several significant obstacles in its implementation.

"We feel that this policy is actually quite good in terms of planning and objectives. However, our biggest challenge is during implementation. Coordination between agencies that should work together is not running effectively. We from the Trade Service are still waiting for direction from BAPPEDA to create a Special Task Force in implementing this regulation." (Head

of the Cooperatives and SMEs Division of the Cooperatives and SMEs and Industry Service, Tuesday, June 25, 2024)

This statement reflects one of the most important aspects of Systemic Failure, namely the failure to coordinate between the elements involved in the policy system. In this case, the Cooperatives Service finds it difficult to get consistent support from other agencies in implementing the zoning policy.

One of the main findings in this study is the failure of coordination between various government agencies involved in the implementation of the street vendor zoning policy in Medan City. From the results of interviews with officials from the Cooperatives, SMEs, Industry and Trade Service, Satpol PP, and BAPPEDA Service, it was revealed that although there is a clear division of tasks in the regulations, implementation in the field does not run smoothly due to a lack of coordination between these agencies.

An interview with the Head of the Cooperatives, SMEs Division (Anwar Syarif) from the Cooperatives, SMEs, Industry and Trade Service proved that they felt that no one party had full authority over the management of the PKL zoning policy. The Head of the Cooperatives, SMEs Division stated: "We often don't know who is directly responsible for managing this policy. There is no clear task force or team. Each agency feels that this policy is not their full responsibility." (Head of the Cooperatives, SMEs, Cooperatives and Industry Service, Tuesday, June 25, 2024).

Meanwhile, the Secretary of Medan City Satpol PP (Ardhani Syahputra) revealed the Medan City Regional Government Policy in determining the zoning of street vendor activities in Medan City, the Secretary of Medan City Satpol PP claimed that it had not been implemented, especially regarding the policy of demolishing buildings where street vendors sell and the initiative to move their business premises to locations that have been determined by the Medan City Government. The failure of the Medan City Government in enforcing the policy of arranging street vendors is also in accordance with the findings of researchers regarding street vendors who sell in prohibited areas in zones that have been determined by the Medan City Government. "We from the Medan City Satpol PP have not been able to carry out the demolition of street vendors selling in the Red Zone because there have been no instructions from the Cooperatives Office" (Secretary of the Medan City Satpol PP, June 24, 2024).

The lack of coordination between institutions is in accordance with the concept of systemic failure put forward by Hudson, Hunter, and Peckham. They explained that policy failures are often rooted in failures in the coordination system between government institutions. Without a clear and structured coordination mechanism, street vendor zoning policies become disorganized and difficult to implement effectively. Systemic failure proves that the absence of well-defined responsibilities can create inefficiencies in policy implementation. This poor coordination creates uncertainty in the management of zoning policies. Each institution feels that the task is not entirely their responsibility, which ultimately leads to confusion and indecisiveness in enforcing the policy. In addition, the absence of a task force (satgas) specifically overseeing this policy further exacerbates the failure of the existing policy.

Absence of Task Force (Satgas) to Manage Street Vendor Zoning Policy

The Importance of Task Force in Policy Implementation A task force specifically formed to manage street vendor zoning policy will play a key role in supervising and controlling street vendors operating in public spaces. This task force can work with the aim of ensuring that the policy is implemented according to plan, identifying emerging problems, and implementing law enforcement if necessary. However, this task force has not been officially formed in Medan City, which has caused the implementation of the zoning policy to not run well.

From the results of interviews conducted with a number of informants who were directly involved in the street vendor zoning policy, it was found that the absence of a Task Force was the main factor causing the failure of this policy. The absence of a Task Force leads to a failure of coordination between the agencies involved, a mismatch between policy implementation and conditions in the field, and a lack of clarity in implementing the rules for street vendors.

The Head of the SME Division, at the Cooperatives, SMEs, Industry, and Trade Service, revealed that although they had prepared a good street vendor zoning policy, they found it difficult to implement it because there was no clear Task Force that functioned as the manager of this policy. Coordination between agencies that should work together is not running effectively. "We have created this zoning policy with the aim of regulating street vendors to be more orderly, but because there is no Task Force to facilitate communication and coordination between agencies, its implementation is chaotic. Each agency works alone without a unified vision." (Head of the Cooperatives and SMEs Division of the Cooperatives and SMEs and Industry Service, Tuesday, June 25, 2024).

This statement proves that without a Task Force that functions as a liaison between various related agencies, the zoning policy cannot be implemented in a coordinated and structured manner. This leads to Systemic Failure which arises from system failure in the interaction between elements involved in the policy.

Interviews with informants from Satpol PP and the Cooperatives and SMEs, Industry and Trade Service revealed a lack of clarity regarding the formation of a task force that oversees the zoning policy for street vendors. The Secretary of the Medan City Satpol PP said:

"We are indeed involved in regulating street vendors, but we do not know who should be the main coordinator for this zoning policy. The Cooperatives Service has not provided any information regarding this regulation." (Secretary of Medan City Satpol PP, Monday, June 24, 2024).

The Head of the UKM Division of the Medan City Cooperatives, UKM, Industry and Trade Service added: it is known that the failure of the zoning arrangement of street vendor activities implemented by the Medan City Government is due to; First, the Cooperatives Service as a pilot in this regional regulation policy is still formulating it again and will later make a policy that will be issued in the form of a Mayoral Regulation regarding the determination of street vendor zoning; second, the number of human resources in the related OPD is still inadequate and the budget has not yet been formulated in implementing this regional regulation; third, the number of street vendors is quite large and always

increases from time to time, while the location of the place is still being planned and is also still limited.

"The continuation of Medan City Regulation No. 5 of 2022 is still being studied and later we will try to make a regulation that can be absorbed by street vendors in Medan City. Until now, there are still obstacles because the task force decree has not been issued by BAPPEDA. In this case, the application letter has been submitted but there has been no response" (Head of the Cooperatives and SMEs Division of the Cooperatives and SMEs and Industry Service, Tuesday, June 25, 2024)

According to the systemic failure theory, the failure to form this task force indicates a structural failure in the government system. Systemic failure emphasizes that without a team focused on handling the policy, the implementation of the policy will be divided and not well coordinated. A focused task force will make it easier for the government to take consistent and targeted action.

The Medan City Satpol PP, which has a role in controlling street vendors who violate zoning regulations, also revealed that they faced difficulties in carrying out their duties because there was no Task Force that provided clear direction or coordination.

"We at Satpol PP only received instructions to control street vendors, but there was no Task Force that provided guidance on how we should implement this policy. Without good communication with other agencies, we have difficulty carrying out our duties." (Secretary of Medan City Satpol PP, Monday, June 24, 2024)

This statement illustrates how the absence of the Task Force exacerbates the failure of coordination between the agencies involved. Without a clear direction, each agency operates separately and without synergy, which causes the zoning policy to be ineffective.

The failure to form this task force exacerbates the ineffectiveness of the policy. Without an organized task force, law enforcement becomes inconsistent, and the zoning policy that has been designed is only partially implemented. The absence of this task force shows the government's inability to respond to the specific and urgent needs of this policy.

Communication Between Regional Apparatus Organizations (OPD)

In order for the objectives of policy implementation to be achieved properly, communication is crucial. If decision makers know what will be implemented to ensure effective communication, data implementation will be successful. In this case, Medan City Regional Regulation Number 5 of 2022 concerning the Determination of Zoning for Street Vendor Activities is hampered by a lack of communication. This is due to poor stakeholder communication between the Cooperatives Service and related agencies. In fact, for a policy to be successful, goals, targets, and other related information must be communicated accurately and precisely. In the results of the study, the following are the obstacles:

1. Communication between related agencies and the Cooperatives Service is not yet optimal so that many do not fully understand the implementation of the

Medan City Regional Regulation Number 5 of 2022 concerning the Determination of Zoning for Street Vendor Activities in Medan City.

2. The Cooperatives Service has not been able to implement the policy optimally because it is waiting for the Task Force Decree from the Regional Development Planning Agency (BAPPEDA).

Human Resources, Limited Budget and Inadequate Facilities and Infrastructure

Another factor that influences the failure of the process is the limited human resources and operational facilities. Informants from Satpol PP and the Trade Office stated that the number of personnel available is very limited compared to field needs. In addition, many officers do not have adequate training to handle complex problems such as conflicts with street vendors. An informant from Satpol PP described this situation as "fighting without weapons," reflecting their frustration in carrying out their duties without adequate support from the local government.

From a cultural aspect, this study found that differences in values, perceptions, and priorities between OPDs are one of the main obstacles in building effective cooperation. Several informants revealed that some OPDs tend to prioritize their internal work programs compared to the implementation of cross-sectoral zoning policies. This creates an imbalance in the allocation of resources and attention given to the policy. In addition, the lack of routine dialogue between OPDs leads to distrust and mutual blame when obstacles occur in implementing the policy.

Limited Human Resources (HR) are the main obstacle in implementing a policy. Limited human resources, both in terms of quantity and quality, can affect the effectiveness and efficiency of implementing policies, especially in the public sector. When policies cannot be implemented properly due to a lack of human resources, various negative impacts can arise, ranging from failure to achieve policy objectives to reduced public trust. This study found that limited human resources are a major obstacle in implementing the street vendor zoning policy, the absence of a special task force mandated in Medan City Regulation No. 5 of 2022 has resulted in the policy not being implemented. A limited budget is one of the obstacles in policy implementation. When the available budget is insufficient or not managed properly, the policy implementation process can be significantly disrupted. Dependence on adequate funding allocation is essential to implementing designed programs. Implementation of policies that require large costs, such as the construction of facilities and infrastructure, is hampered. When funds are insufficient, these projects can be delayed or only partially implemented, so that the benefits of the policy are not fully felt by the community.

The implications of these findings prove that the failure of coordination between OPDs in implementing Regional Regulation No. 5 of 2022 is a systemic problem that requires a comprehensive approach. Institutional design reforms need to be implemented to ensure a clear division of authority and avoid overlapping in the implementation of tasks. The formation of a cross-OPD coordination team with a clear mandate can be a solution to increase the effectiveness of policy implementation. In addition, the integration of information systems between OPDs is very important to support better decision-making. In

terms of organizational culture, efforts are needed to build trust and collaboration between OPDs through joint training, regular dialogue, and other collaborative activities. By overcoming these obstacles through a systemic approach, it is hoped that the implementation of Regional Regulation No. 5 of 2022 can run more effectively in the future. This policy has great potential to create more orderly street vendor governance and provide significant benefits to the people of Medan City if managed with good coordination between OPDs and involving all stakeholders in a participatory manner.

CONCLUSIONS AND RECOMMENDATIONS

Failure of Public Policy on Determination of Street Vendor Zoning in Medan City Due to the Inability to Form a Special Task Force Approved by the BAPPEDA Office From the Systemic Failure Theory of Hudson, Hunter, and Peckham. From this study, it can be concluded that the policy of determining street vendor (PKL) zoning in Medan City has experienced substantial failure, which is mainly caused by the inability of a special task force approved (SK) by the BAPPEDA Office. In this context, this failure can be analyzed using the systemic failure theory put forward by Hudson, Hunter, and Peckham, which emphasizes the importance of coordination, effective organizational structure, and good resource management in implementing public policy.

1. Failure of Organizational and Institutional Structure:

The theory of systemic failure identifies weaknesses in organizational and institutional structures as one of the main factors causing policy failure. In the case of the street vendor zoning policy in Medan City, the main failure lies in the inability of the city government to form a special task force that has clear authority and responsibility in implementing the policy. Without a legitimate and well-coordinated task force, various agencies involved in the arrangement of street vendors such as the Cooperatives, UMK, Industry and Trade Service, Satpol PP, and BAPPEDA cannot work effectively and in an integrated manner. This causes the street vendor zoning policy to become fragmented and lack a clear direction.

2. Failure in the Decision-Making Process and Policy Implementation:

In the decision-making process that is not inclusive and lack of participation between institutions are also factors causing failure. The process of formulating the street vendor zoning policy in Medan was carried out without adequate coordination between related parties, which caused the policy not to run according to the needs and realities in the field. The absence of a clear task force leads to overlapping authority and unclear responsibilities of each agency involved, worsening the effectiveness of policy implementation.

3. Failure in Human Resource and Budget Management:

Failure to manage human resources and budget is also a significant factor in the failure of the street vendor zoning policy. Without an officially appointed task force with a clear mandate, no party can consistently manage the resources needed for the success of the policy. For example, without organized supervision, many street vendors do not comply with zoning regulations because no party is fully responsible for ensuring the

implementation of the policy, both in terms of coaching, regulation, and provision of facilities that support the arrangement of street vendors.

4. Failure in Coordination and Synergy Between Government Institutions:

The importance of coordination between government institutions involved in public policy. In this case, the failure of the street vendor zoning policy in Medan was greatly influenced by the lack of coordination between related agencies and institutions. Without a clear task force, each agency worked separately without any main stakeholders leading the coordination. This caused the zoning policy that was made to be less effective and unsustainable, because there was no integrated effort to address the various problems that emerged in the field.

5. Failure in Policy Supervision and Evaluation:

In addition, researchers also emphasized the importance of supervision and evaluation in a policy. In this case, without a task force that has clear authority and mandate, supervision and evaluation of the street vendor zoning policy are weak. The city government is unable to assess the overall effectiveness of the policy and is unable to implement the necessary policy adjustments from field evaluations. This results in an inability to address the dynamics and challenges that arise over time.

FURTHER RESEARCH

Further research should investigate the mechanisms and frameworks necessary to overcome systemic policy failures, focusing on institutional capacity building and stakeholder collaboration. Specific attention should be given to designing and testing task force models that clearly delineate roles, responsibilities, and accountability among government agencies. Research could also explore the integration of participatory governance approaches, emphasizing the involvement of street vendors and local communities in the zoning decision-making process. Comparative analyses of cities with successful zoning policies could uncover scalable and context-specific strategies for effective policy implementation. Additionally, studies should assess the role of digital tools, such as real-time monitoring systems and data analytics, in enhancing policy evaluation and enforcement. Finally, interdisciplinary research incorporating urban planning, public administration, and social sciences could provide holistic insights into achieving sustainable and inclusive street vendor zoning policies.

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