

Strategy to Accelerate the Utilization of Tatanggo Terminal as a New Economic Growth Lever in Buru Regency

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Keywords :

Tatanggo Terminal, transportation infrastructure, development strategy, SWOT, IFAS, EFAS, local economy

Abstract

Tatanggo Terminal in Buru Regency was built as a transportation hub and new economic growth center, but until 2025 it did not function as planned. This study aims to: (1) identify the factors causing the terminal's non-functioning, (2) analyze the potential of Tatanggo Terminal in supporting local economic growth, and (3) formulate strategies to accelerate terminal utilization. The study used a qualitative approach with a case study design through in-depth interviews, field observations, and document analysis. Data analysis was carried out using the Miles & Huberman model, followed by strategic analysis of SWOT, IFAS, EFAS, and the IE Matrix.

The research results show that there are five main factors that cause Tatanggo Terminal to not function: (1) non-comprehensive planning, (2) weak institutions and enforcement of regulations, (3) lack of transportation route connectivity, (4) community socio-economic preferences for the Old Market, and (5) local political intervention. Nevertheless, the terminal has great potential as a distribution center for agriculture, horticulture, fisheries, and MSMEs along with the growth of public consumption, the increase in the number of vehicles, and the saturation of the Old Market's space capacity. The results of the SWOT.IFAS.EFAS analysis place Tatanggo Terminal in the "turnaround strategy" quadrant, indicating the need for internal strengthening to capture large external opportunities. Recommended acceleration strategies include (1) the formation of a Terminal UPT, (2) route arrangement, (3) facility revitalization, (4) economic cluster development, (5) increasing community participation, and (6) policy consistency between leadership periods

INTRODUCTION

The Tatanggo Terminal in Buru Regency was built in 2004 and completed in 2013 as a strategic infrastructure to support the smooth movement of people and goods and stimulate local economic growth. However, as of 2025, the terminal has not been optimally utilized. This dysfunction has prevented the economic potential of the transportation, trade, and services sectors from being maximized, resulting in infrastructure that should be an economic driver instead potentially becoming a regional fiscal burden.

In the context of regional development, terminals are crucial transportation hubs, connecting production centers with distribution centers and creating logistical efficiency. Buru Regency, with its agricultural, fisheries, and artisanal trade economy, should make Tatanggo Terminal a vital facility to support economic activity, especially given the extremely crowded Old Market area, which is unable to accommodate the growing flow of trade. However, the reality on the ground shows that the terminal is under-functioning due to weak inter-agency coordination,

the absence of an effective management model, the lack of route planning, and the minimal involvement of business actors and the community in the planning process.

If this situation continues, the potential for resource waste and stagnation in the development of new economic spaces will increase. Yet, the operation of the Tatanggo Terminal could help alleviate congestion at the Old Market, improve the spatial planning of Namlea City, expand the distribution of economic activity, and strengthen integration between sub-districts. The new growth center established in Tatanggo also has the potential to encourage MSMEs, improve logistics efficiency, and expand market access for local commodities such as agriculture and fisheries.

Several previous studies have shown that terminals play a significant role in driving local economic growth. Yuliani and Firmansyah (2020) demonstrated that optimizing type B terminals can increase trade volume and encourage MSMEs in the surrounding area. Research by Rosdiana and Kartikasari (2021) emphasized that terminal revitalization is highly dependent on institutional integration and community participation. Meanwhile, research by Nasution and Harahap (2019) confirmed that well-managed terminals have the potential to create new economic growth centers (growth poles).

However, the majority of these studies were conducted in mainland areas, where geography, spatial planning, and accessibility are far superior to those in island regions. Buru Regency, as an island region, faces distinct challenges, such as limited connectivity, dependence on specific modes of transportation, and a narrow urban spatial structure. Therefore, this research is crucial in addressing the gap in studies related to terminal utilization in an island context with unique social, economic, and geographic characteristics.

The novelty of this research lies in three aspects. First, it examines terminal utilization from an island perspective, a context rarely analyzed in transportation infrastructure studies. Second, it combines institutional, socio-economic, and local political dynamics to explain why the terminal is not functioning, an approach not widely discussed in previous literature. Third, this research produces a strategy to accelerate the utilization of Tatanggo Terminal by integrating qualitative approaches and strategic analysis (SWOT, IFAS, EFAS), so that the resulting recommendations are applicable and based on the local context. Based on this background, this research formulates three main questions:

1. What are the factors that cause Tatanggo Terminal to not be optimally utilized until 2025?
2. What is the potential of Tatanggo Terminal in driving new economic growth in Buru Regency?
3. What acceleration strategy is most effective in optimizing the use of Tatanggo Terminal as a lever for inclusive and sustainable economic growth?

II. Literature Review

2.1 Terminals as Transportation Infrastructure and Economic Nodes

Terminals are crucial nodes in transportation systems, connecting the movement of people and goods. Cervero and Murakami (2009) explain that terminals integrated with transportation networks and economic centers can increase mobility efficiency, reduce logistics costs, and strengthen inter-regional connectivity. In the context of developing regions, terminals serve not only as transit points but also as economic nodes that can stimulate the growth of trade, services, and MSMEs.

Studies of terminals in Indonesia show that integrated terminal planning tends to have significant economic impacts. Yuliani and Firmansyah (2020) found that terminal optimization can increase local trade volume and expand MSME activity in the surrounding area. This demonstrates that terminals serve more than just transportation facilities—they can be economic catalysts.

2.2 Regional Economic Growth Theory

Studies of regional economic growth emphasize that new activity centers can emerge when strategic infrastructure serves as a driver of economic activity. According to Perroux (1955), a growth pole is formed when investment in one location creates a multiplier effect on the surrounding area. An active terminal can act as a growth pole by attracting the flow of goods, people, and capital.

Richardson (1978) explains that spatial and distribution efficiency is highly dependent on the layout of activity centers. In the case of Buru Regency, the limitations of the Old Market signaled the need to expand economic space into new areas such as Tatanggo.

2.3 Spatial Planning Theory and Central Place Theory

Christaller (1933), through his Central Place Theory, stated that a center of economic activity will develop if it meets the requirements of accessibility, demand concentration, and connectivity to the hinterland. Tatanggo Terminal's geographical location connects the agricultural centers of Waeapo and Waelata with Namlea City, thus theoretically having the potential to become a new economic service center. However, without integrated spatial planning, this economic hub cannot develop optimally.

2.4 Infrastructure and Institutional Governance Theory

The success of public infrastructure is largely determined by effective institutional management. According to Ostrom (1990), good governance requires clear formal rules, coordination between actors, and collaborative mechanisms between government and society. North (1991) adds that weak institutions will create an institutional void, a lack of rules that makes policies difficult to implement.

In the context of Tatanggo Terminal, the absence of a management unit (UPT Terminal), unclear route regulations, and inconsistent policies across periods are manifestations of institutional weaknesses as explained in theory.

2.5 Theory of Participation and Social Behavior of Society

Infrastructure utilization depends not only on physical structures but also on social acceptance. Arnstein (1969) stated that the level of public participation influences the success of public policy implementation. When residents, vendors, and drivers are not involved in the planning process, resistance will emerge.

This is in line with research findings, where traders and drivers rejected relocation due to minimal government communication, the location's incompatibility with community travel patterns, and the assumption that the Old Market was more economically profitable.

2.6 SWOT, IFAS, and EFAS Analysis as a Strategic Framework

A SWOT analysis helps identify internal and external conditions in strategy formulation. Rangkuti (2018) explains that this analysis is effective for assessing an organization or project's position before making strategic recommendations.

To strengthen the SWOT analysis, the IFAS and EFAS matrices (David, 2011) were used, which assign weights and scores to each factor to quantitatively determine its strategic position. The combination of an IFAS score of 2.25 and an EFAS score of 2.61 places Terminal Tatanggo in the Turnaround Strategy cell, meaning internal weaknesses must be addressed to optimally capture external opportunities.

METHODS

This research uses a qualitative case study approach to deeply understand the factors causing the Tatanggo Terminal to malfunction, its economic potential, and strategies to

accelerate its utilization within the context of the archipelago region. The research location is the Tatanggo Terminal and the Namlea Old Market area in Buru Regency.

3.1 Data Sources and Informants

The research data consists of:

- (1) Primary data obtained through in-depth interviews (semi-structured interviews), field observations, and visual documentation;
- (2) Secondary data originating from regional planning documents (RPJMD, Renstra), BPS publications, and academic literature related to transportation, spatial planning, and regional economics.

Informants were selected using purposive sampling, including representatives from the Department of Transportation, the Department of Industry and Trade, public transportation drivers, traders/MSMEs, community leaders, and transportation users. The number of informants was determined until saturation point was reached, when the information received was repeated and no new findings were found.

3.2 Data Collection Techniques

Data collection is carried out through three main techniques:

1. In-depth interviews, to explore perceptions, operational barriers, user preferences, and proposed terminal utilization strategies;
2. Participatory observation, to assess the physical condition of the terminal, mobility flow, economic interactions, and the condition of the Old Market as a comparison;
3. Documentation study, to obtain quantitative data and policy documents related to terminals and regional development.

3.3 Data Analysis Techniques

Data analysis was carried out using the Miles and Huberman (1994) model, which includes: (a) Data reduction, grouping information into themes: causal factors, potential economics, and strategy;

(b) Data presentation, displaying findings in the form of narratives, tables, thematic matrices, and interview quotes;

(c) Drawing conclusions, by connecting empirical data and supporting theories.

To formulate an acceleration strategy (the third objective), a SWOT analysis was used, reinforced by the Internal Factors Analysis Summary (IFAS) and External Factors Analysis Summary (EFAS). The IE Matrix was used to determine the strategic position of Tatanggo Terminal and the most appropriate strategy.

3.4 Data Validity

Data validity and credibility are guaranteed through:

1. Triangulation of sources (government, drivers, traders, community),
2. Triangulation techniques (interviews, observation, documentation),
3. member check with key informants to ensure accuracy of interpretation

RESULTS AND DISCUSSION

Factors Causing Tatanggo Terminal to Not Function Optimally

The results of in-depth interviews, field observations, and document reviews indicate that the non-functioning of the Tatanggo Terminal until 2025 is the result of a combination of planning, institutional, socio-economic, and local political factors.

First, the spatial planning and terminal function aspects are not comprehensive. The lack of a clear separation of functions between the Old Market and Tatanggo Market results in spatial competition between the two locations. The planning fails to consider existing shopping behavior

and mobility patterns, resulting in stalled relocation of vendors. This situation is consistent with the central place theory (Christaller, 1933), which states that a center of activity cannot be relocated without the support of a supporting network and a concentration of demand.

Second, there are institutional weaknesses in the form of the absence of a Terminal Technical Implementation Unit (UPT), weak enforcement of route regulations, and a lack of coordination between the Transportation Agency and the Department of Industry and Trade. Officials are inconsistent in enforcing regulations, resulting in vehicles from the sub-district continuing to head to Pasar Lama. This finding aligns with Ostrom's (1990) view that weak governance creates institutional gaps that hinder the functioning of public facilities.

Third, community socio-economic preferences are a significant obstacle. Pasar Lama is considered busier, more efficient, and closer to the port, so traders and drivers prefer to continue operating there. Tatanggo Terminal lacks economic appeal due to dilapidated facilities, low activity, and a lack of a developed business ecosystem.

Fourth, local political dynamics also contribute. Field findings indicate that the decision to relocate traders back to the Old Market was motivated by electoral interests. This confirms that the policy's sustainability is heavily influenced by short-term political calculations.

These factors illustrate that Tatanggo Terminal is not functioning not only because of physical infrastructure, but because of the failure of integration of planning, institutions, and social acceptance.

4.2 Potential of Tatanggo Terminal in Driving Regional Economic Growth

Although not functioning, Tatanggo Terminal has great potential to be developed as a new economic growth node.

First, Buru Regency's economic structure still relies on agriculture (32.80% of GRDP), fisheries, and plantations, which require adequate distribution hubs. Key production areas such as Waeapo and Waelata are located on the route to Tatanggo, making the terminal a potential commodity hub.

Second, household consumption growth of 9.34% (BPS, 2024) indicates increasing demand for goods and services. However, the Old Market is already saturated and cannot be expanded, making Tatanggo a logical alternative for expanding economic space.

Third, the potential for MSMEs is substantial, but limited business space in the city center limits expansion. Tatanggo Terminal has ample land capacity for the development of MSME clusters, culinary centers, and wholesale markets for horticulture and fresh fish.

Fourth, demographically, Buru Regency has a large productive-age population. Terminal activation could create new jobs and strengthen urban economic dynamics.

Overall, Tatanggo's potential lies at the point between the need for new space and the large primary sector activity that requires a more efficient logistics system.

4.3 Strategy to Accelerate the Utilization of Tatanggo Terminal

Table 1. Strategy Formulation Based on SWOT Results.

<p>A. SO Strategy (Strength-Opportunity) <i>Leveraging internal strengths to capture external opportunities.</i></p> <p>1. Develop Tatanggo Terminal as a distribution center for food and fishery commodities, by utilizing:</p> <p>a) strategic location on the production center route,</p>	<p>B. WO (Weakness-Opportunity) Strategy <i>Reducing internal weaknesses so that external opportunities can be exploited.</i></p> <p>1. Formation of UPT/BLUD Tatanggo Terminal as the official terminal manager to overcome institutional weaknesses, take advantage of investment climate opportunities and OPD support.</p> <p>2. Revision and restructuring of transportation routes, requiring vehicles</p>
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<p>b) increasing public consumption (per capita expenditure rose 9.34%),</p> <p>c) the saturation of the Old Market as a distribution center.</p> <p>2. Optimizing the capacity of large land areas, as well as optimizing existing buildings/shophousesto open new economic clusters or strengthen existing economic activities such as:</p> <p>a) horticultural wholesale market,</p> <p>b) formal MSME center,</p> <p>c) daily logistics center.</p> <p>3. Combining the competitiveness of natural resources with terminal spacesso that Tatanggo can be developed into a modern wholesale market for agricultural and fishery commodities.</p> <p>4. Using basic infrastructure readiness (electricity and water)to build supporting facilities such as cold storage, commodity sorting areas, and loading and unloading facilities.</p>	<p>from the transit sub-district in Tatanggo to take advantage of the opportunity of saturation of the Old Market.</p> <p>3. Revitalization of terminal facilities(toilets, kiosks, security, lighting, cleanliness) to align with the growth opportunities of MSMEs and increasing public consumption.</p> <p>4. Facilitating MSMEs by providing active kiosks at terminals, reducing trader resistance and taking advantage of opportunities for increased trading activity.</p>
<p>C. ST Strategy (Strength-Threat) <i>Using internal strengths to reduce external threats.</i></p> <p>1. Integrate routes and make Tatanggo a mandatory transit point, to overcome the old culture of people who only go to the Old Market.</p> <p>2. Developing new economic spaces (wholesale and MSME clusters)to reduce the development of informal markets in the city center.</p> <p>3. Optimizing basic infrastructuresso that the terminal does not become abandoned again due to poor maintenance and social pressure.</p> <p>4. Building an integrated logistics systemso that the economic benefits are real and can reduce short-term populist political pressure.</p>	<p>D. WT (Weakness-Threat) Strategy <i>Defensive strategies to minimize weaknesses and avoid threats.</i></p> <p>1. Carrying out physical rehabilitation of the terminal in stagesto prevent further damage and eliminate the negative stigma associated with immorality or vandalism.</p> <p>2. Increase consistent enforcement of rules, especially guarding the entrance and regulating sub-district cars that have been entering the Old Market.</p> <p>3. Creating cross-period SOPs through Regent Regulations or Regent's Decrees, reducing the risk of policy changes due to local political dynamics.</p> <p>4. Carrying out socialization,avoid trader resistance and prevent a repeat of previous relocation failures.</p>

The results of the SWOT analysis provide a comprehensive picture of the internal and external conditions that influence the acceleration of the utilization of the Tatanggo Terminal. To obtain a more measurable strategic understanding and be able to become the basis for determining the strategic position of the terminal within the framework of regional economic development, further quantitative analysis was carried out using the Internal Factors Analysis Summary (IFAS) and External Factors Analysis Summary (EFAS).

The IFAS analysis shows that Tatanggo Terminal has several strengths. The main strength lies in its extensive land capacity. The terminal's location is on the main route from production centers such as Waeapo, Waelata, and Batabual, strengthening the terminal's potential as a distribution hub for goods and passengers. Furthermore, basic infrastructure support contributes to its internal strengths, such as an increase in electricity production in Buru Regency from 31 million kWh in 2019 to 62 million kWh in 2023, as well as an increase in access to clean water from 65.44% to 78.52%. However, the IFAS analysis shows that Tatanggo Terminal's internal weaknesses outweigh its strengths. Based on IFAS calculations, a total score of 2.25 was obtained, indicating that Tatanggo Terminal's internal conditions are in the weak category.

Table 2. IFAS.Internal Factors Analysis Summary

Internal Factors	Weight	Rating	Score
Strength: Large terminal land capacity	0.15	4	0.60
Strategic location on the main distribution route	0.10	3	0.30
Basic infrastructure improved	0.10	3	0.30
Urban space pressures are driving the need for new centers	0.10	3	0.30
Weakness: There is no UPT Terminal	0.20	1	0.20
Transportation routes do not go through the terminal	0.15	1	0.15
Resistance of traders and drivers	0.10	2	0.20
Terminal facilities are not yet complete	0.10	2	0.20

Total IFAS Score: 2.25

The IFAS analysis shows that Tatanggo Terminal possesses several fundamental strengths that support its utilization. The primary strength lies in its extensive land area, enabling the area to be developed into a hub of economic activity. The terminal's location on a major route from production centers such as Waeapo, Waelata, and Batabual strengthens its potential as a distribution hub for goods and passengers. Furthermore, basic infrastructure support contributes to its internal strengths, such as an increase in electricity production in Buru Regency from 31 million kWh in 2019 to 62 million kWh in 2023, and an increase in access to clean water from 65.44% to 78.52%. Nevertheless, the IFAS analysis shows that Tatanggo Terminal's internal weaknesses outweigh its strengths. These weaknesses include the absence of a Terminal Technical Implementation Unit (UPT), transportation routes that do not pass through the terminal, resistance from vendors and drivers, and inadequate terminal facilities. Based on the IFAS calculation, a total score of 2.25 was obtained, indicating that Tatanggo Terminal's internal conditions are in the weak category.

The EFAS analysis shows that Tatanggo Terminal operates in a strong and supportive external environment, with a total score of 2.61. Opportunities stem from increasing per capita spending (9.34%), the saturation of the Old Market, a favorable investment climate, the growth of MSMEs, and the Friday community service policy of the Regional Apparatus Organization (OPD). Threats include local political dynamics, community habits in the Old Market, the risk of terminal abandonment, and the potential emergence of informal markets.

Table 3.EFAS. External Factors Analysis Summary

External Factors	Weight	Rating	Score
Opportunity: Consumption rose 9.34%	0.13	4	0.52
The old market is saturated and cannot be expanded.	0.13	4	0.52
Conducive investment climate	0.09	3	0.27
Growth of MSMEs	0.08	3	0.24
OPD community service policy	0.07	3	0.21
Threat: Local political dynamics	0.15	1	0.15
Customs of the people at the Old Market	0.15	2	0.30

Risk of abandoned terminals	0.10	2	0.20
Informal market potential	0.10	2	0.20

Total EFAS Score: 2.61

With an internal score of 2.25 and an external score of 2.61, Tatanggo Terminal is in quadrant III of the IE Matrix, the Turnaround Strategy category. This position indicates that the terminal faces significant internal weaknesses but has strong external opportunities for growth. A Turnaround Strategy means:

1. Fix internal weaknesses first, namely:
 - a) formation of UPT Terminal,
 - b) revision of transportation routes,
 - c) revitalization of facilities,
 - d) institutional strengthening and SOPs.
2. Then take advantage of external opportunities, such as:
 - a) increasing public consumption,
 - b) saturation of the Old Market,
 - c) growth of MSMEs,
 - d) investment climate,
 - e) primary natural resource potential (agriculture–fisheries).

This strategy is for areas that have great opportunities but the internal structure is not yet ready.

Based on the results of SWOT, IFAS and EFAS analysis and the interaction between IFAS and EFAS, the strategy for accelerating the utilization of the Tatanggo terminal is: (1) establishment of UPT Terminal, (2) arrangement of transportation routes, (3) revitalization of terminal facilities, (4) development of economic clusters, (5) socialization and (6) participatory approach, and (7) consistency of policy between government periods.

The acceleration strategy above can be focused on long-term steps. The initial phase (0–6 months) prioritizes the establishment of a Terminal Management Unit (UPT/BLUD), revision of route regulations, and intensive outreach to drivers and vendors. The second phase (6–18 months) includes improving physical facilities, rearranging routes so that vehicles from the sub-district transit through Tatanggo, and developing pilot clusters for wholesale trade and MSMEs. The third phase (18–36 months) focuses on strengthening economic clusters, integrating land-sea logistics, and evaluating and scaling interventions. This timeframe is designed to ensure phased changes, minimizing social resistance and the risk of policy failure.

CONCLUSION

This research shows that the Tatanggo Terminal's failure to function until 2025 is due to a combination of factors: incomplete planning, institutional weaknesses (the absence of a technical implementation unit (UPT) and weak enforcement of route regulations), socioeconomic resistance from the community, a lack of integrated transportation systems, and local political influence. This disorganization renders the terminal unable to function as a transit hub or a new economic center.

Nevertheless, potential analysis shows that Tatanggo Terminal has a strategic position to be developed as a new economic growth center, especially because of: (1) its proximity to agricultural and fisheries production centers; (2) increasing household consumption; (3) the saturation of the Old Market; and (4) the region's competitiveness which continues to improve in terms of infrastructure, MSMEs, and productive demographic structure.

The results of the SWOT analysis, IFAS (2.25), and EFAS (2.61) place Tatanggo Terminal in the third quadrant (Turnaround Strategy), which emphasizes the need for internal strengthening

before maximizing external opportunities. Recommended acceleration strategies include establishing a terminal management, revitalizing facilities, rearranging routes, developing economic clusters, increasing community participation, and ensuring cross-period policy consistency.

Suggestion

1. Institutional Strengthening
The local government needs to immediately establish a Tatanggo Terminal UPT/BLUD which is responsible for operations, trader management, route control, and inter-agency coordination.
2. Gradual Infrastructure Improvements
Physical revitalization of the terminal, sanitation, lighting, shophouses, loading and unloading areas, must be the first priority to restore public trust in the terminal.
3. Transportation Route Arrangement
The government needs to establish mandatory transit regulations for village and sub-district transportation, and ensure consistent supervision in the field.
4. Cluster-Based Economic Development
Tatanggo Terminal needs to be directed as a wholesale trade center, MSME cluster, culinary center, and food/fisheries logistics node to strengthen the local value chain.
5. Community Participation and Education
6. Traders, drivers, and the community need to be involved in the planning process to create social acceptance, minimize resistance, and ensure the sustainability of implementation.

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