

THE ROLE OF THE VILLAGE GOVERNMENT IN SUPPORTING THE DEVELOPMENT OF TEMPEH MSMES IN PAREREJO VILLAGE, PURWODADI DISTRICT, PASURUAN REGENCY

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Article History

Received: 17 July 2026

Accepted: 17 August 2026

Published: 31 August 2026

Abstract

Tempeh production in Parerejo Village, Purwodadi Subdistrict, Pasuruan Regency, has become the economic identity of the community, known as the “Tempeh Village,” involving more than 185 craftsmen with a daily turnover of approximately Rp200 million. However, in recent years the coordination between the village government and the tempeh Micro, Small, and Medium Enterprises (MSMEs) has weakened, with development activities increasingly carried out independently by the craftsmen's association (paguyuban). This gap between the ideal and factual role of the village government underlies this study, which aims to describe the role of the Parerejo Village Government in supporting the development of tempeh MSMEs and to analyze the supporting and inhibiting factors of that role. The research method used is a qualitative approach with a descriptive field research design. Data were collected through in-depth interviews with village officials, the head of the craftsmen's association, and six tempeh craftsmen, as well as through field observation and documentation, and were analyzed using Soerjono Soekanto's role theory across three indicators: norm, individual, and individual within the social structure. The results indicate that the village government's role has not been optimal: no village regulation specifically governs the tempeh MSME sector, budget and human resources remain limited, and facilitation activities have gradually shifted from the village apparatus to the craftsmen's association through the Omah Edukasi Tempe initiative. Supporting factors are largely informal, resting on individual initiative and social capital, whereas inhibiting factors are structural, including the absence of formal regulation, budget reallocation to national priority programs, and weak data synchronization between the village government and the association. This study recommends that the village government formulate a specific village regulation for tempeh MSMEs, increase budget allocation, strengthen coordination with the craftsmen's association, and design sustainable, structured mentoring programs.

Keywords: Village Government Role; MSME Development; Tempeh Craftsmen; Role Theory; Public Administration.

A. INTRODUCTION

The village is the smallest unit of governance with a strategic role in national development, particularly in empowering the community's economy based on local potential. Law Number 6 of 2014 on Villages provides broad authority for villages to manage local potential independently and sustainably, including the development of Micro, Small, and Medium Enterprises (MSMEs) as a leading sector driving economic growth and labor absorption. In this context, the village government ideally acts as a facilitator, motivator, mediator, and regulator for MSME actors in its area.

Parerejo Village, Purwodadi District, Pasuruan Regency is known as "Tempeh Village" (Kampung Tempe) because most of its residents have relied on tempeh production as their primary livelihood for generations. Based on Pasuruan Regency Government data (2023), the number of tempeh craftsmen in this village reaches approximately 185 people with a production capacity of around 20 tons per day and an economic turnover of nearly IDR 200 million daily, making this sector the main pillar of the village economy. Tempeh business actors also face current challenges, such as fluctuations in imported soybean prices—considering that more than 80% of national soybean demand is still fulfilled through imports (Ministry of Trade of the Republic of Indonesia, 2023)—as well as demands for marketing digitalization, which business actors have not fully adapted to due to limited digital literacy.

Various previous studies have examined the role of village governments in MSME development across different regions, for example, on *lontong lepet* MSMEs in Jombang Regency (Arifin, Noer, & Winanda, 2024), fishery MSMEs in Lamongan Regency (Azizah & Isbandono, 2025), and the implementation of village governance policies in micro-enterprise development in Deli Serdang Regency (Nasution & Lubis, 2025). Most of these studies focus on policy implementation aspects and MSME digitalization; however, few have specifically dissected the gap between the ideal and factual roles of village governments using role theory, particularly in local food product-based MSME sectors like tempeh, which possess unique production characteristics and institutional dynamics among craftsmen. The novelty of this research lies in using Soerjono Soekanto's role theory to uncover the shift in roles from the village government to the craftsmen's association as an alternative structure, a phenomenon that has not been widely highlighted in similar studies.

Based on initial observations and interviews with board members of the tempeh MSME association in Parerejo Village, it was found that coordination intensity between the village government and the association is no longer as active as in previous periods, causing most business development activities to be carried out on the association's independent initiative. This condition indicates a gap between the normative and factual roles of the village government, making this study both important and urgent to conduct. The objective of this study is to describe the role of the Parerejo Village Government in supporting tempeh MSME development, as well as to analyze the supporting and inhibiting factors of that role. The findings of this research are expected to provide a theoretical contribution to the advancement of Public Administration, particularly in

village governance studies, as well as a practical contribution in the form of evaluation material for the Parerejo Village Government and other relevant stakeholders.

B. LITERATURE REVIEW

This study utilizes the role theory of Soerjono Soekanto (2002) as the primary analytical framework. Soekanto explains that role encompasses three main elements: norms (formal rules or guidelines serving as reference for role execution), individuals (the actual capacity and actions of actors in carrying out the role), and individuals within the social structure (the actor's position in relationship networks and inter-agency coordination). These three indicators are used to measure the gap between the ideal role namely the role that should be performed according to the village government's position and the factual role that is actually executed in the field.

The concept of the village government's role in community economic empowerment refers to Law Number 6 of 2014 on Villages, which positions the village as a facilitator, motivator, mediator, and regulator for local economic development, including MSMEs. Meanwhile, the concepts of MSMEs and business competitiveness refer to Law Number 20 of 2008 on Micro, Small, and Medium Enterprises, which emphasizes the importance of strengthening institutional capacity and business legality (Business Identification Number, halal certification) as indicators of competitiveness.

Previous studies reinforce the relevance of this research. Mohamad, Saleh, and Umuri (2024) found that the MSME program in Padengo Village effectively reduced poverty when supported by consistent cross-party coordination. Sirlya and Ikaningtyas (2024) demonstrated that local resource-based MSME empowerment in Saringembat Village relies heavily on the active role of village institutions. Meanwhile, Putri et al. (2025) and Rizkya et al. (2024) highlighted the importance of digitalization as a contemporary form of the village government's role. Differing from those studies that generally focus on program implementation success, this study specifically highlights the role gap and the role shift from the village government to an informal institution (the association) as an alternative structure when formal support declines.

C. RESEARCH METHODOLOGY

This study utilizes a qualitative approach with descriptive research type and a field research design, as it aims to deeply understand social phenomena related to the role of village government in developing tempeh MSMEs (Sugiyono, 2019; Moleong, 2017). The research location was determined purposively in Parerejo Village, Purwodadi District, Pasuruan Regency, considering that this village is a tempeh production center relevant to the study's focus (Creswell, 2014).

Data sources consist of primary data, obtained through in-depth interviews and field observations, and secondary data in the form of village documents and official Pasuruan Regency Government data (2023). Research informants include the Head of Belimbing Hamlet as an MSME mentor, the Chairman of the Tempeh MSME Association/manager of Omah Edukasi Tempe, and six MSME actors/tempeh craftsmen. Data collection techniques were conducted through interviews, observation, and documentation. Data were analyzed using the interactive

model of Miles, Huberman, and Saldaña (2014), which includes data reduction, data display, and drawing conclusions, referencing Soekanto's (2002) three role theory indicators as the coding framework.

D. RESULT AND DISCUSSION

The Role of the Village Government in Norm Indicators

Research findings show that the Parerejo Village Government does not have a Village Regulation (Peraturan Desa / Perdes) specifically governing tempeh MSMEs. Support for MSMEs is listed generally in the Village Medium-Term Development Plan (Rencana Pembangunan Jangka Menengah Desa/ RPJMDes) without explicitly mentioning the tempeh sector. As stated by the Head of Belimbing Hamlet, "Since there is no village regulation, we follow their lead. Because they are the ones following the condition of their MSMEs. We only provide mentoring" (Interview, 2026). More binding formal norms are only found in the association's institutional legality through a Village Head Decree. This finding aligns with Soekanto's (2002) concept of legal effectiveness, which asserts that the absence of a written legal framework weakens the certainty of an actor's role in performing its functions.

The Role of the Village Government in Individual Indicators

Regarding individual indicators, the capacity of village officials is fairly evident, particularly in facilitating business legality in the form of Business Identification Numbers (Nomor Induk Berusaha / NIB) and free halal certification, as well as mediating capital access for craftsmen. However, the allocation of the village budget, which has been redirected to other priority programs such as Free Nutritious Meals (Makan Bergizi Gratis / MBG) and the Red and White Cooperative (Koperasi Merah Putih), has caused the intensity of mentoring to decrease. The Chairman of the Tempeh MSME Association stated, "For now, we are just being independent. Only Omah Edukasi Tempe dares to take the lead. In the past, there was full support from the village government" (Interview, 2026). This finding shows a shift in the roles of facilitator and innovator from village officials to the Association Chairman, who carries out these functions independently through the Omah Edukasi Tempe initiative.

The Role of the Village Government in Individual Indicators within Social Structure

The village government still acts as a coordination node between tempeh MSME actors and external institutions, such as universities, regency departments, and banking institutions, in training and promotional activities. However, authority limitations and Village Fund Allocations (Alokasi Dana Desa / ADD) that are increasingly absorbed by national and regency priority programs as conveyed by the Head of Belimbing Hamlet: "It is limited by our ADD. Currently, we can't do it. It's used up by the Red and White Cooperative" (Interview, 2026) demonstrate the declining position of the village government as the primary pillar of the community's socio-economic structure. The weak synchronization of data on the number of craftsmen between the village government and the association further reinforces this indication, causing the association to gradually become an alternative structure filling the void left by the village government's role.

Supporting and Inhibiting Factors of the Village Government's Role

In general, supporting factors for the village government's role rely more on informal initiatives and social capital, such as the association's institutional legality, the personal capacity of village officials, and the active role of the Association Chairman. Conversely, inhibiting factors are structural, including the absence of written regulations, budget and human resource limitations, the practical mindset of some craftsmen who are reluctant to innovate, the impact of shifting national priority programs, and weak inter-institutional coordination and data synchronization. A summary of the gap between the ideal role and the factual role for each indicator is presented in Table 1

Table 1. Gap between the ideal and actual roles of the village government based on the role theory indicators of Soekanto (2002)

Indicator	Ideal Role	Factual Role
Norm	Availability of village regulations or technical guidelines governing production, location, and waste management for tempeh MSMEs	No specific Village Regulation exists; technical arrangements are left to the initiative of business actors.
Individual	Village officials actively facilitate, motivate, and provide ongoing support to producers	Business legalization support continues, but ongoing mentoring has declined; the role has shifted to the Association Chairperson.
Individual within the social structure	The village government serves as the primary coordination hub between MSMEs and external institutions	Authority and budget are limited; the association serves as an alternative structure.

Source: Compiled from interview results and field observations, 2026.

These findings confirm that the role of the Parerejo Village Government in the development of tempeh MSMEs has not been optimal, as consistent gaps exist across all indicators. This situation aligns with the findings of Nasution and Lubis (2025) who identified budget and human resource limitations as common obstacles to the implementation of village government policies for MSME development while further enriching those findings by revealing that the void in the village government's role can be filled by alternative structures, specifically informal community institutions such as associations (paguyuban).

E. CONCLUSION

The role of the Parerejo Village Government in supporting the development of tempeh MSMEs has not been optimal due to a significant gap between the ideal and actual roles across all indicators of Soerjono Soekanto's role theory namely norms, individuals, and individuals within the social structure. Structural constraints such as the absence of a specific village regulation for tempeh MSMEs, limited budget and human resources, and poor data synchronization with the MSME association outweigh the supporting factors, which are largely informal and rely on personal initiative. Consequently, the tempeh MSME association has emerged as an alternative

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structure filling the void left by the village government. This study recommends that the Parerejo Village Government promptly draft a village regulation specifically governing tempeh MSMEs, increase budget allocations, strengthen coordination with the association, and design structured, sustainable assistance programs. Future research is advised to quantitatively examine the impact of national priority programs on the sustainability of local food-based MSMEs to complement the qualitative findings of this study.

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