








Evaluation of Mojokerto City Regional Expansion as a Sustainable Effort for Service Center Functions

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Abstract. Public service centers are an important aspect of supporting the eleventh sustainable development goal, namely sustainable cities and communities. The aim of this research is to determine the evaluation of the regional expansion of Mojokerto City as an effort to maintain the sustainability of the function of public service centers. This research uses a qualitative approach with the CIPP (Context, Input, Process, and Product) model developed by Stufflebeam. The data used in this research is secondary data obtained from government agencies and the Mojokerto City RTRW study. Data collected through document studies, participant observation and qualitative surveys were analyzed using the constant comparison method. The results show the expansion process increases the effectiveness of public services and brings economic growth to the City of Mojokerto. Kranggan, as a new sub-district resulting from expansion, is able to adapt to socio-economic and governance changes. On the other hand, Soldier Kulon and Magersari sub-districts need to be expanded to accelerate innovation as a form of sustainable service center. The underlying thing is that innovation and sub-district performance indicators are lagging behind so that the increasing population and socio-economic development can be served well.

Keywords: Evaluation, Regional Expansion, Service Center, Mojokerto City, Sustainable.

1 Background

The issue of sustainable cities and communities as the eleventh goal of the SDGs is a guarantee of social autonomy [1]. Regional governments have the broadest possible policies to implement programs through regional autonomy [2]. The city of Mojokerto became one of the cities that developed through sub-districts that had an urban character and then became an administrative area, a government unit (field administration [3], [4]. Furthermore, the character of the Mojokerto region and community has increasingly strengthened, the area has been made at the same level as the City Government.

The existing condition of Mojokerto City currently only consists of 3 sub-districts, namely Soldier Kulon, Magersari and Kranggan sub-districts. This is not in accordance with the mandate of Law Number 32 of 2004 concerning Regional Government that the physical requirements for the formation of a city area include at least 4 (four) sub-districts. [5]. The potential and strategic position of Mojokerto City is located to the south of Surabaya City which is on the main transportation route on the island of Java (especially cities in East Java and Central Java). Java's land travel routes are always busy [6]. This will certainly support the growth and development of Mojokerto City in the future.

The city of Mojokerto with an area of 16.42 km² and a population of 134,222 people affects the condition of public service centers. Conditions are less than optimal at service centers because the population continues to increase [4]. Therefore, the number of public service centers must be increased proportionally. Lack of service centers in each sub-district causes people to feel dissatisfaction with public services. The availability of facilities which are only centered in three sub-districts causes unequal distribution of public services [7].

Rapid growth and regional expansion can have a significant impact on the function and effectiveness of service centers in Mojokerto City. As the population increases and urban areas expand, demand for services such as healthcare, education, transportation and infrastructure also increases [8]. Mojokerto City service centers play an important role in meeting the needs of a growing population, providing essential services to residents and businesses.

One of the main impacts of the expansion of Mojokerto City on service centers is the need for increased capacity and resources. As more people move to a city or inner-city area, service centers must expand to accommodate the growing demand for services [9]. This may require building new facilities, hiring additional staff, and implementing new technology to increase efficiency and effectiveness. Apart from increasing capacity, city expansion can also have an impact on the accessibility and reach of service centers. As urban areas grow, populations become more dispersed, and residents may find it more difficult to access necessary services [10]. This can be especially problematic for vulnerable groups, such as the elderly, low-income people, and people with disabilities, who may not have easy access to transportation or may live in underserved areas [11].

Urban expansion may lead to changes in the type and quality of services offered by service centers. As demographics shift and new industries emerge, service centers may need to adapt their offerings to meet society's evolving needs [12]. A city experiencing a surge in the number of technology companies may need to invest in new IT infrastructure and training programs to support a growing workforce [13].

The potential expansion of urban areas can have positive and negative impacts on the function and effectiveness of service centers. Demand for services may increase, creating capacity constraints and accessibility challenges [14]. However, there are also opportunities for service centers to innovate and improve their offerings to better serve a growing population. By proactively addressing these challenges and exploiting new opportunities, service centers can play a critical role in supporting the continued growth and development of cities around the world [1], [15].

This research explains in detail the evaluation of regional expansion in Mojokerto City, provides the main reasons behind regional expansion, and explains the processes involved. In addition, the research results are used to investigate the impact of regional expansion on the socio-economic dynamics and structure of city public service centers. By understanding the challenges faced during the regional expansion process and efforts to find solutions, this research produces valuable insights into the evaluation of regional expansion which can be used as a tool to strengthen the effectiveness of service centers in Mojokerto City.

2 Method

The Research design used is a mix method using the CIPP (Context, Input, Process, and Product) Stufflebeam model [16] used to evaluate data that contains accurate and objective information as well as compare what has been achieved from secondary data obtained from government agencies and the study of the spatial planning plan for the City of Mojokerto. In facilitation and data preparation activities for the expansion of the Mojokerto City area, data was collected through documentation analysis. This research uses data spatial analysis techniques consisting of:

- a. Sub-analysis of activity concentration
This was done to determine the centrality of each sub-district that will be expanded.
- b. Sub-analysis of Determining Expansion Areas
The aim is to compare the capabilities of each sub-district before and after expansion. Scoring and weighting are carried out in each parent sub-district and the resulting sub-districts.
- c. Evenness Sub-analysis
Used to evaluate the extent to which land is utilized optimally.
- d. Spatial Capacity Sub-analysis
Used to find how much area is needed for future space arrangements, then also continue by finding the population capacity in each sub-district in the selected option.

3 Result and Discussion

City expansion is a mechanism that is often used to improve the efficiency and quality of public services. In the context of Mojokerto City, regional expansion does not only involve geographical considerations, but also complex social, economic and political factors. Decisions to expand regions are often directed at strengthening the effectiveness of service centers, speeding up the development process, and improving community welfare [4]. Thus, a deep understanding of the regional expansion of Mojokerto City and how it can contribute to improving the function and effectiveness of service centers is very important.

Based on the historical side, the development of the city of Mojokerto has deep historical roots, from the Majapahit era of the 16th century to the present. This city then underwent several changes in name and administrative status, from the Duchy of Kertabhumi to the Duchy of Japan, and finally to the Regency of Japan which includes

the Mojokerto and Jombang areas. In the colonial era, Mojokerto became part of the Cultuurstelsel system, which made this city the center of sugar plantations under the Surabaya Residency. The city was granted gemeente status in 1918 by the Dutch East Indies government, which gave it an autonomous administrative structure and encouraged the development of better infrastructure to support the interests of the European population as well as the local population. During the Indonesian independence revolution, Mojokerto became a base of defense and spirit of struggle, with Bung Tomo once giving a speech in Mojokerto Square to mobilize support for fighters from Surabaya and Mojokerto. After independence, Mojokerto experienced several changes in status from a small town to a municipality, and finally became the Mojokerto City Government as regulated in various laws regarding regional government. The history of regional expansion in Mojokerto City not only reflects political and administrative changes, but also social and economic dynamics that continue to develop along with changing times [3], [17].

The potential for regional expansion in Mojokerto City refers to the calculation results of several sub-analyses below:

1) Sub-analysis of activity concentration

This analysis was carried out to determine the centrality of each sub-district that will be expanded. First, a calculation of the concentration of activities in Mojokerto City is carried out. From the results of the concentration within Mojokerto City, a ranking of sub-districts was obtained based on the concentration of activities in their respective areas. From the results of the analysis of the concentration of activities in Mojokerto City, the centrality index of sub-districts that have the potential for expansion is obtained as follows:

Table 1. Centrality Index in Mojokerto City Regional Expansion

No	District	Centrality Index	Category
I. Prajurit Kulon			
1	Surodinawan	149,70	Intermediate
2	Prajurit Kulon	123,32	Intermediate
3	Blooto	66,60	Low
4	Pulorejo	97,99	Low
5	Kauman	37,03	Low
6	Mentikan	133,31	Intermediate
II. Magersari			
1	Kedundung	176,97	Intermediate
2	Magersari	92,18	Low
3	Wates	169,74	Intermediate
4	Balongsari	138,38	Intermediate
5	Gedongan	107,96	Low
6	Gunung Gedangan	72,89	Low
III. Kranggan			
1	Kranggan	263,59	High
2	Miji	103,89	Low
3	Meri	103,15	Low
4	Jagalan	211,80	High

No	District	Centrality Index	Category
5	Sentanan	57,25	Low
6	Purwotengah	94,25	Low

Source: Analysis Results, 2023

From the table above, it can be concluded that the results of the analysis of activity concentration in Mojokerto City show that Kranggan sub-district which has a high centrality index is in Kranggan and Jagalan sub-districts.

2) Sub-analysis of Determining Expansion Areas

This analysis was carried out to determine the comparison of the capabilities of each sub-district in Mojokerto City before and after it was expanded. Scoring and weighting are carried out in each parent sub-district and the resulting sub-districts based on indicators of population, area area, span of control, economic activity and availability of facilities and infrastructure.

Table 2. Regional Determination Analysis Results

District	Government regulation number 19 of 2008		Minister of Home Affairs Decree NO 4 TH 2000			
	Score	Category	Population (people)	An area (km ²)	Number of Subdistricts	Category
Prajurit Kulon	420	Capable (recommended)	38.402	6,42	6	Qualify
Magersari	444	Very capable (recommended)	57.727	6,59	6	Qualify
Kranggan	440	Very capable (recommended)	36.299	3,43	6	Qualify

Source: Analysis Results, 2023

From the table above, it can be concluded that the results obtained are that the indicator values of the main sub-district and the sub-district after being expanded are not much different, this indicates that even after being expanded, the Mojokerto City area is still able to provide optimal community services because of the affordability and availability of infrastructure. The city of Mojokerto has fulfilled the requirements and is suitable for expansion in accordance with government provisions and regulations no. 19 of 2008. But in the Minister of Home Affairs Decree no. 4 of 2000, has required that the expansion of sub-districts in an area must fulfill 3 conditions, including: the population per new sub-district must be more than 10,000 people [18], the minimum number of sub-district areas is 4 sub-districts which fulfill the requirements but the sub-district area must be at least 7.5 Km² which does not meet the requirements because the Kranggan sub-district area has an area of less than 7.5 km².

3) Evenness Sub-analysis

Evenness analysis is used to evaluate optimal use of land. From this evenness analysis, we get an idea of the condition of land allocation distribution in each sub-district in Mojokerto City. Quantitatively, the level of evenness in Mojokerto City is represented by the IOD (index of dissimilarity) number, while qualitatively, evenness is seen from the cumulative curve of the Lorenz curve drawing per sub-district..

Table 3. Evenness Analysis Results

District	Population (people)	Built Up Land	Index of Dissimilarity
Prajurit Kulon	60.819	4,09	0,055
Magersari	73.360	4,04	0,59
Kranggan	38.050	2,44	0,00

Source: Analysis Results, 2023

From the table above, it can be concluded that the results obtained for the evenness value of Kranggan District have a value of 0.00, meaning it is smaller than the average evenness value of the other 2 sub-districts, namely 0.323, thus indicating that the evenness of Kranggan District is better than the evenness of other sub-districts.

4) Spatial Capacity Sub-analysis

The analysis used to find out how much space is needed for future spatial arrangements is then continued by finding the population capacity in each sub-district in the selected option. Techniques for Analysis of Physical and Environmental, Economic and Socio-Cultural Aspects in Preparing Spatial Planning. The population capacity calculation is carried out based on the assumption that 70% of the land is built-up area, and 50% of the built-up area is considered residential area. Each KK is assumed to occupy 100 m² of land with 5 members in each KK.

Table 4. Results of Spatial Capacity Analysis

District	Area Size (m ²)	Built Up Land (m ²)	Residential Land (m ²)	Spatial Capacity (%)
Prajurit Kulon	6.414.600	4.490.220	2.245.110	34,21
Magersari	6.586.100	4.610.270	2.305.135	50,12
Kranggan	3.423.200	2.396.240	1.198.120	63,52

Sumber: Hasil Analisis, 2023

From the table above, it can be concluded that the results of the spatial capacity analysis of Kranggan sub-district have a greater capacity than the other two sub-districts, thus indicating that sufficient carrying capacity is available for further development.

The evaluation results show that Mojokerto City meets the quantitative requirements for expansion with a total score of 351.35, which places it in the capable category and is recommended for the formation of a new sub-district. This feasibility study is supported by various parties including the legislature, executive and local community leaders. Government Approval After the feasibility study, the next process is to obtain approval from the government. Approval of regional expansion involves several stages starting from approval from the district/city DPRD, Regent/Mayor, to approval from the Governor and recommendation from the Minister of Home Affairs. Regional technical and physical requirements must also be met to support effective regional autonomy.

Effects and functions of the Increased Service Center in Mojokerto City

The division of the spatial structure pattern of the city of Mojokerto uses a multi-tiered central structure pattern (Multiple Nuclei). Mojokerto City's regional system is divided based on a tiered hierarchy from regional service scale to local service scale. The main activities at service centers support the main functions of the City of Mojokerto. To determine the main regional function or service center of Mojokerto City, it is also necessary to review the function of Mojokerto City regarding the regional scope or service scale above [4], [19]. Service centers in Mojokerto City have experienced significant improvements in the last few decades, especially in the fields of education, health and transportation. This increase is the result of policies and investments that focus on improving people's quality of life.

1. Education Services

The city of Mojokerto shows a strong commitment to improving the quality of education. With a budget allocation of 20% of the APBD for education, the city government strives to ensure that all children have access to quality education. Programs such as One House One Bachelor, which works in collaboration with Mojokerto City Baznas, provide assistance to children attending State High Schools and State Vocational Schools to achieve higher education. Apart from that, the government also provides scholarships for outstanding students and underprivileged families, with a total budget of up to 750 million rupiah.

2. Health services

Health services in Mojokerto City also receive special attention. Programs and activities initiated by the Health Service aim to increase the Human Development Index (HDI) with a focus on improving the health index. These efforts include providing adequate health facilities and health education programs aimed at increasing public awareness and access to quality health services.

3. Transportation Services

In the transportation sector, the City of Mojokerto has made various infrastructure and service improvements. The history of transportation in this city began with the construction of the railway line at the end of the 19th century, which was initially used to transport sugar cane to sugar factories and then for community mobility. Currently, the Mojokerto train station and Kertajaya bus terminal are important mobility centers, supporting the movement of people and goods. Increasing inter-city bus services, such as the new Mojokerto-Batu route via Cangar, also shows the city's efforts to improve connectivity and support regional economic growth..

The city center has a city and/or regional scale of services, which must be able to serve the needs of the people of Mojokerto City and support regional scale activities in the hierarchy above. Delineation for determining city centers based on activity dominance. For Mojokerto City, the city center is in Balongasari Village.

Functions as a regional scale service trade center, because there are regional scale modern and traditional trade and service centers including Modern Trade in the form

of Supermarkets (Sunrise Mall on Jalan Benteng Pancasila, Sanrio Jl. Residen Pamuji, Sultan Kraton Mojopahit on Jl. Mojopahit, and Bentar on Jl. . Mojopahit), Modern Trade in the form of Shops along Jalan Mojopahit, Jl. Gajah Mada, Jl. PB. Sudirman, Jl. Pamuji Resident, Jl. Bhayangkara, Jl. Empu Nala and Jl. By Pass. Traditional markets include Tanjung Anyar Market in Jagalan Village, Prapanca Market in Mentikan Village, Soldierkulon Market, Kranggan Market, Bird Market in Balongsari Village and Animal Market in Kedundung Village.

4. Industrial center

Industrial development is quite rapid, namely the Bokor Mas Cigarette Industry and the Pro ATT shoe industry in Kranggan Village, the animal feed industry on Jalan By Pass, Kedundung Village and other small industries such as the typical Mojokerto food home industry (onde-onde, keciput) in Mentikan Village. and Gunung Gedangan, a small shoe and sandal industry spread throughout almost the entire Soldier Kulon District and Magersari District, a gypsum industry whose products include snack bars, children's toys, fruit, dolls/clowns, human/animal statues and others. -others produced on Jl. Gedongan in Gedongan sub-district, there is a traditional miniature sailboat industry in Warrior Kulon sub-district as well as a small metal cake making industry in Pulorejo sub-district, a home industry in Batik Tulis in Surodinawan sub-district.

5. Education center

Facilities supporting the functions of the City of Mojokerto include school complexes from kindergarten, elementary school, middle school to high school on Jl. Youth, Mayjend University College. Sungkono in Kranggan Village and Nursing and Midwifery Academy in Kranggan Village and Surdinawan Village as well as an integrated vocational school complex in Gunung Gedangan Village.

6. Health service center

Regional scale and local scale, namely Dr. Regional General Hospital. Wahidin Sudiro Husodo Type B on Jalan Surodinawan, Rekso Waluyo Hospital on Jl. Majapahit, Gatoel Hospital on Jalan R. Wijaya, Sayang Bunda Hospital on Jl. Gajah Mada, Citra Medika Maternity Hospital on Jl. Master Nala, Emma Hospital on Jl. Ijen, Hasanah Hospital, and Hadiono Singgih Hospital.

To support the growth of the city center and the spread of activities to reduce the burden on the city center, Mojokerto City has 3 main Sub City Centers (SPK). Under development for 20 years, the city service sub-center plan remains divided into 3 SPK. The division of City Service Sub-Centers is in SPK A with its center in Miji Village, SPK B with its center in Soldier Kulon District, SPK C with its center in Magersari District. Apart from that, based on a tiered hierarchy, Mojokerto City is also supported by 15 Environmental Centers (PL). For more details, see the following Service Center System Plan Map.

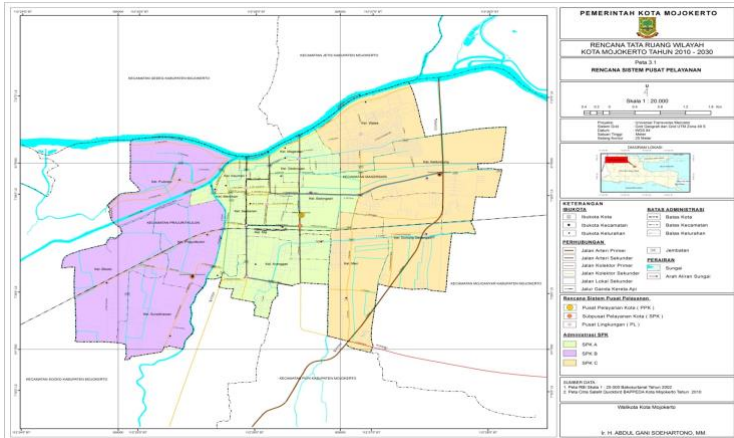


Fig. 1. Mojokerto City Service Center System Plan Map

The main reason for regional expansion in Mojokerto City aims to overcome several challenges, including: (1) population growth, data from the Central Statistics Agency (BPS) shows that the population of Mojokerto City in 2017 was 140,161 people with an area of only 16.47 kilometers. rectangle. High population density, reaching 8,511 people per square kilometer, can hamper public services. Regional expansion is expected to reduce population density and improve the quality of public services [20]; (2) economic improvement, regional expansion also aims to increase economic growth. The city of Mojokerto is the main supporting city for the capital of East Java Province and is experiencing rapid economic development. Regional revenue shows an increase every year, and with the existence of the Surabaya-Mojokerto toll road, the city's development is increasingly rapid. Regional expansion is expected to further improve the city's ability to manage existing economic resources [18]; (3) spatial planning, regional expansion also aims to increase the effectiveness of spatial planning. With an area increasing to 20.48 square kilometers, regional expansion allows the city government to be more effective in regulating land use and infrastructure development. This policy is expected to support economic growth and equal development throughout the city [3].

Through regional expansion, the city government seeks to overcome the problem of population density, increase economic growth, and optimize spatial planning to achieve more orderly and sustainable development. [21], [22]. Submission of proposals The process of regional expansion in the City begins with the submission of a proposal. This application must be made before the end of April each year and involves filling in data on the SIMBAH KESRA Application. The proposal is then sent to the Mayor with a copy to the City Secretariat's Welfare Section. Proposals must include various documents such as organizational structure, clear address, NPWP, etc. in accordance with applicable regulations. Next, a feasibility study was carried out to assess the potential for establishing a new sub-district in a city [23]. This study considers 20 indicators required by government regulation 19 of 2008 [10].

Regional expansion in Mojokerto City has brought significant changes in various aspects, including social, economic and environmental. The following are some of the impacts that have been recorded: (1) Social Impact, regional expansion has influenced

social dynamics in the City of Mojokerto. The social impact process allows the government to get closer to the community, improve the quality of public services, and reduce the burden on existing sub-districts [24]. As a result, the community feels more cared for and involved in the development process. Expansion has also reduced travel distances and waiting times for receiving public services, which directly increases efficiency and public satisfaction with the services provided; (2) Economic Impact, economically, regional expansion has contributed to increasing local economic growth. The formation of new sub-districts is often followed by increased infrastructure investment and development of micro, small and medium enterprises (UMKM) [25]. This not only creates new jobs but also increases the income of local communities. However, it should be noted that the economic effectiveness of regional expansion can be hampered if it is not supported by the readiness of facilities and strong human resources [26]; (3) Environmental Impact, the impact on the environment is also an important consideration in regional expansion. Increased development activities and infrastructure expansion have the potential to put pressure on natural resources and the environment [27]. Therefore, careful planning and sustainable policies are needed to minimize negative impacts on the environment, such as land degradation and pollution. Regional expansion must be balanced with environmental conservation efforts to ensure a balance between development and conservation [28].

Regional expansion in Mojokerto City has provided many benefits, especially in improving public services and economic growth. However, challenges remain, especially in environmental aspects and infrastructure readiness, which must continue to be addressed to ensure sustainable development.

With continuous improvement and development in the education, health and transportation sectors, city governments and communities will continue to strive to provide better and more effective services to their communities [29], [30]. In development, there are several main challenges that can hamper the sustainable process of regional expansion in the City of Mojokerto, namely first, namely funding. Based on the financial performance audit report, there are funds that should be used for the ongoing process of regional expansion that supports public service centers but the use and absorption of funds are not yet optimal and maximal. Suboptimal use of funds affects local government performance [31]. Second, the legal framework is also a challenge in the regional expansion process. The use of expansion regulations must be in accordance with a clear legal basis to avoid deviations. However, the performance report shows that the rules for the ongoing process of expansion have not been understood at the sub-district government level, which shows a weak understanding of the legal framework governing regional expansion, resulting in a lack of innovation. [32]. Third, resistance from the community is also a challenge in regional expansion. Even though the majority of people support expansion, there are around 10% of people in the target subdistricts who reject the expansion program for various reasons, including concerns about the quality of public facilities such as education and health which may be affected. In addition, support from the Mojokerto executive and legislature for the expansion program is often inconsistent, which can hinder the implementation of the expansion program. Internal and external support is needed to make the regional expansion process sustainable [33].

4 Conclusion

Through a long discussion, this article has outlined the great potential offered by the expansion process in increasing the effectiveness of public services and bringing economic growth to the City of Mojokerto. From a historical perspective, the real challenges and impacts faced, regional expansion seems to be a strategic step to solve the problem of population density, encourage economic growth, and plan urban spatial planning more effectively. City expansion also provides opportunities for service centers to innovate and increase their effectiveness. By investing in new technology, expanding reach through partnerships with other organizations, and engaging communities to understand their needs, service centers can adapt to changes in the city's evolving landscape and continue to provide high-quality services to their residents.

In this context, Mojokerto's progress as a more responsive and dynamic service center is clear evidence of the benefits of regional expansion, although special attention is needed to aspects of funding, legal framework and community resistance. By overcoming these challenges through an inclusive and sustainable approach, the City of Mojokerto can continue to develop and provide a better quality of life for its citizens, while maintaining a balance between development and environmental conservation.

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