The Implementation of Transit-Oriented Development Concepts on Pedestrian Pathways in the City of Bandung

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Abstract. As a form of urban development, transit-oriented development (TOD) maximizes the amount of residential, business, and leisure space within walking distance of public transport facilities. TOD places more emphasis on design that increases interest in walking, by providing a scale that is appropriate for pedestrians. The Bandung City Government for the period of 2013 – 2018 has applied TOD in the city of Bandung by building various kinds of public facilities, also restoration and construction of infrastructure to improve the walkability aspect of Bandung. The developments that took place in Bandung then increased its livability, among others through the emergence of various types of thematic parks and various pedestrian infrastructures. The scope of this paper is to critically discuss how TOD was implemented in Bandung mainly through the observation on revitalized pedestrian pathways, while the author’s views on TOD which focused on pedestrian pathways is also formulated. Based on analysis carried out, it was found how TOD, specifically the revitalization of pedestrian pathways, was implemented partially with an emphasis on aesthetic aspects. Furthermore, this study described how Bandung has the potential to exploit pathways within kampung kota in heed of context-based TOD.

1. Introduction

1.1. Transit-Oriented Development Definition as a Means of Development Framework Based on Population Mobility

Transit-Oriented Development (TOD) based planning is a fairly frequent discussion in Indonesia, especially as population and settlement facilities are growing increasingly complex which then requires intensive and structured handling. Broadly speaking, TOD is a city development concept that focuses on regional development around the station node to support transit activities through the development of systems that are interconnected with existing and planned developments, making it easier for people to move around without going through long transportation trips [1][2][3]. In other words, TOD does not merely reduce the long travel time but realizes the development of a framed city based on the calculation of population mobility. TOD can be a strategy of integrating land use and transportation systems, through the arrangement of mixed-use functions, high-density housings, a network of friendly and comfortable pedestrian and bicycles paths, and designed parks and roads based on the grouping of urban development among nodes of public transportation, as well as being pedestrian and cyclist-friendly areas [2][3][4].
TOD through the construction of transit nodes is expected to encourage people to live and do activities in the area near the transit node by using public transportation, walking, or cycling as an alternative to the use of private motorized vehicles [5]. The application of TOD aims to encourage the sustainability of transportation by creating areas that are lively, pedestrian-friendly, and have mixed-use functions so that they become more reachable and accessible, in which the procurement of pedestrian paths, becomes the means [2][6]. Pedestrian pathways belong to the modes of transportation that consume the least amount of energy, reduce environmental pollution and traffic density. The construction of this transportation mode facilities enables the implementation of activities in a variety of land uses, various contexts of intersection density and several destinations within a comfortable walking radius [7]. Taking lessons from the TOD area of the Beijing metro station, it was known that the existence of a mixed-use function attracted visitors to shop and did more activities in the metro station area than anywhere else [5]. The more development of interesting non-residential functions from within the transit node area, the more visitors will come to access the public and entertainment facilities. Personal preferences for travel modes also have an effect, where people who don't like to travel tend to shop and look for entertainment locally in the mixed-use function. Furthermore, empirical studies on the effects of TOD development in Shanghai show the positive effect of enhancing commercial functions at the transit node [8]. Therefore, the more integrated transit node at the nearest commercial development tends to have a greater visitor volume.

1.2. Pedestrian Pathways as an Alternative Discourse of Transit-Oriented Development

TOD is not always successfully applied or rightly interpreted in city planning. As a strategy, TOD has its firm formal concept and definition. Whereas “transit” as mobility activities have diverse practices and realization, especially in real daily activities. As elaborated earlier, pedestrian pathways are also elements of a city. They are provided to enable human mobility from one part to another part of the city and also potentially contribute to the development of the city. Practices of pedestrian – not to mention the local interpretation of pedestrian spaces – also vary, therefore, they need to be considered well [9], and one of which is to consider the mobilization behavior of its users [10]. Attention to the real needs or reality of the mobilization of city dwellers should be able to offer a new perspective related to TOD-based planning which is currently more directed at the context of industrial production to mobilize people to the nodes of resources. Even though this is the case, the mobility of urban society is not only limited to workers but also includes aspects of daily life which scope may be local and not as extensive as urban core and major housing estates. Reconsidering the concept of manifestation of TOD that heeds the context is expected to help map the specificity of a locality that can contribute to the formulation of TOD policy and decision making [4]. The city government of Bandung in the period 2013 – 2018 has planned Transit Oriented Development (TOD) through the Bandung Urban Mobility Project, which is part of a master plan for various modes of public transportation [11]. Through the plan outlined in the Bandung Urban Mobility Project, the development of pedestrian facilities is manifested by the construction of the skyscraper and the revitalization of the pedestrian pathways.

The development of a city is often not always regarded as the blueprint result of a development plan itself but as a representation of the ideological messages of its maker. In other words, alongside the outbreak of the creative industry and creative community discourse the development of a city is also inseparable from the vision, mission, and identity carried by the city itself. Along with Bandung Urban Mobility Project, the city government of Bandung also use the strategy of city branding to improve the quality of the population, resources, and business [12][13][14] to be able to turn a city into a place where people want to live, work and visit [15] with a chosen vision, mission and identity play the role as its guiding principle for the operations of an organization [16]. This goal could be obtained through the branding and marketing strategies and techniques to the economic, political and cultural development of the city [17] which is attached to the history, culture, and ecosystem that exist in the city itself [18] by linking products, spaces, organizations and people [19]. As such, Bandung Juara is the core city branding which is implemented by the city government of 2013 – 2018 period, with the implementation of various slogans, among them are Smart City, Thousand Park Cities, Child-Friendly
Regarding TOD planning in the city of Bandung, several studies have been carried out, including producing identification of potential nodes in TOD [21] and developing methods of evaluating the feasibility of TOD in the built environment, including determining the appropriate TOD typology [9]. However, these studies are more directed at efforts to answer technical questions surrounding the implementation of the TOD, which means critical views related to the conceptual foundation of transit, transportation, mobility, and socio-political-economic translation have not been widely discussed. On the other hand, the small road network in kampung kota (urban village) – which is also often used as jalan tikus (rat/rodent running) by motorists – has the potential to create an alternative human mobility system that is no less important than TOD in the mainstream sense. Moreover, the comfortable climate of Bandung should be compatible to facilitate walking activity. This study aims to review the implementation of pedestrian pathways as an inseparable part related to the TOD system. As accompanying data, this study identified the development of TOD in the city of Bandung in the 2013 – 2018 government period. Through this study, it was also described how the development of context-based TOD typology was applied by the city government in that period and how the potential of Bandung can appeal related to the context-based TOD system.

2. Method
This study was conducted by observation on several segments of revitalized pedestrian pathways in several transit lines along the main road and some segments of kampung kota’s pathways as transit shortcuts for city pedestrian. Literature review related to the phenomenon of Transit-Oriented Development and non-participant observation which aims to observe the practical reality of transit events, specifically walking, was used in this study. Practical realities related to transit events focus on activities carried out throughout the TOD system in Bandung based on a government regulation program formulated as the Bandung Urban Mobility Project. The planning related to pedestrian pathways, thematic parks, and skywalks is also briefly discussed here. On the other hand, the observed aspects related to walking activities are about the physical aspects and activities that occur in the pedestrian pathway as TOD mode, in addition to walking.

In addition to analyzing the reality and relevance of TOD planning in the city of Bandung, the analysis was carried out by discussing many aspects, such as history, transportation implemented and contemporary activities that were formed. The analysis itself will be supported by information on the development of pedestrian pathways in the city of Bandung during the 2013 – 2018 period, which was collected and analyzed based on theories regarding TOD. The analytical method is then used to explore the potential and other opportunities to develop and find alternative forms of transit system planning based on the contextual reality of the city. This method is then possible to be applied to other cities in Indonesia that have similar situations and phenomena.

3. Observation Result
Bandung is the largest metropolitan city and the capital of West Java Province. Furthermore, the Greater Bandung area, which consists of Bandung City, Bandung Regency, West Bandung Regency, Cimahi City, and Sumedang Regency is the third-largest metropolitan area in Indonesia. As a city, Bandung is led by the mayor and deputy mayor. The election of the mayor and deputy mayor of Bandung has been carried out directly by the residents of the city since 2008, after previously being elected by the members of the city parliament (DPRD). In the 2013 – 2018 government period, based on the results of the second direct election of the mayor and the deputy mayor, Bandung was led by Dr. H. Mochamad Ridwan Kamil, S.T., M.U.D., and H. Oded Muhammad Danial, S.A.P.
3.1. Study on Pedestrian Pathways Revitalization on Transit Lines in Several Major Bandung Road Segments

From 2013 through 2018, the city government of Bandung received 345 awards both nationally and internationally, placing the city of Bandung as the city receiving the most awards in the related period [22]. Awards obtained by the city of Bandung are partly due to the development of the city which is considered very good, especially in the development of public services and facilities. In terms of city development, the Bandung city government implements TOD through the construction and revitalization of various public facilities, such as the construction of thematic parks, skywalk construction and revitalization of pedestrian pathways. The aforementioned TOD planning is part of the vision and mission of the transportation of the city of Bandung until 2031 [11].

To build a city with a high level of walkability, the Bandung city government emphasizes the development of skywalk facilities (Figure 1) and pedestrian pathways as a means of green transport [11].

![Figure 1. Skywalk Route Plan by the City Government of Bandung [11].](image)

According to the said plan, pedestrians as users of this public facility can also be divided into several categories based on their travel functions, namely: 1) terminal trips made between the original location and the transportation location; 2) functional trips taken to reach the destination; 3) and recreational trips undertaken to fill leisure time [11]. Furthermore, the pedestrian pathways revitalization project of the Bandung city government from 2013 – 2018 applied the concept of "Panca Trotoar". Based on this concept, the pedestrian pathways must be equipped with 5 (five) functional elements, namely chairs, stone balls, large flower pots, trash bins, and public street lighting [23][24].

Revitalization of pedestrian paths in the city of Bandung (Figure 2) as part of the TOD planning by the city government of Bandung from 2013 – 2018 is more or less focused only on physical appearance. Often, the arrangement of physical appearance intended to create a comfortable environment for pedestrians. However, the existence of decorative elements such as large flower pots – also street libraries – tends not to have a direct functional influence on the whole development scheme of transit nodes.
In addition to pedestrian pathways, the Bandung city government also built thematic parks and skywalks. Thematic parks that were built in various places later became a transit node in the city of Bandung. Through the effect of social media, the existence of these thematic parks is increasingly exposed and visited by many residents and tourists. These designed and functional thematic parks have become the centers of activity for the citizens of Bandung. Furthermore, the Bandung city government built a skywalk named "Teras Cihampelas" on Cihampelas Street, Bandung. On this skywalk, besides walking activities, it is also equipped with commercial activities where stalls are selling various kinds of merchandise, from food to souvenirs (Figure 3).

During the administration of the 2013 – 2018 government, the city of Bandung’s happiness index has increased consecutively. Bandung happiness index recorded in 2014, 2015, 2016, 2017 and 2018 on a scale of 100, respectively showing the numbers of 68.23, 70.60, 73.25, 73.42, and 75.10 [25] (Figure 4). The increase in the Bandung city happiness index indicates that Bandung is a city where people want to live, work and visit. Although it has succeeded in increasing the interest of living and walking – one of which by presenting walkable pedestrian pathways – for the communities, TOD planning in Bandung has not been able to achieve the main objectives it has planned. This is evident among other things from the number of ownership and use of motorized vehicles in Bandung which has also increased from year to year [26] which leads to the increasing number of congestion, even in areas projected as a transit node, and also the ineffective use of public transportation. Commuters working in the city of Bandung prefer to use private vehicles, and only 12% of the total number of commuters use public vehicles, partly because of the long travel time and its impracticality [27]. Furthermore, the not-

![Figure 2. Revitalized Pedestrian Paths in the City of Bandung [23].](image)

![Figure 3. Teras Cihampelas Skywalk.](image)
yet disabled-friendly pedestrian pathways, also assert that these facilities are not functioning as it should and only act as aesthetic aspects that sweeten and beautify the city [28].

![Figure 4. Happiness Index Control Chart [25].](image)

The applied policies in the implementation of physical elements in the revitalization of pedestrian pathways in the city of Bandung from 2013 – 2018 seem to have the aim to awaken memories of past Bandung. This can be seen from the selection of material and ornamentation of the pedestrian pathway on Braga Street, which seemed like an effort to restore the area’s atmosphere to its golden era (Figure 5). Some 90’s nostalgia is also revoked in the designs of Bandung’s thematic park. Some may assume that it may have related to the mayor’s younger days in experiencing Bandung, also the fact that Bandung’s youngsters tend to love arts and a lot of national artists were born in Bandung, which led to the construction of Taman Musik (Music Park) and Taman Film (Movie Park). However, this phenomenon is well responded by Bandung’s people and indeed created high mobility from one park to another, thus it became the branding of Bandung as Creative City. Furthermore, as written in the Medium-Term Regional Development Plan (RPJMD) by the city of Bandung government, as the mission to develop the city, it features the aspect of collaboration (udunan) as the essence of the development [20]. Three words that can be used to describe the city of Bandung are “place”, “people” and “ideas”. Bandung’s geographic position creates an enjoyable city to live, while people come to Bandung and create pleasant places to gather and socialize to generate creative ideas, which make the city more liveable. Responding to this phenomenon, Bandung Creative City Forum (BCCF) initiates to gather a variety of creative industries that support the city’s identity as Creative City [29].

![Figure 5. Comparison of Revitalized Pedestrian Pathway on Braga Street with Braga Tempo Doeloe [30].](image)

The revitalization of pedestrian pathways carried out by the Bandung city government in the period 2013 – 2018 was only limited to physical changes, including widening and adding certain features, without changing the facilities of the nodes that were sheltered. Of course, this is not in line with the basic concept of TOD planning, where transit nodes must have mixed-use functions. This indicates that the TOD planning in Bandung during that period only succeeded in creating a walkable node area.
3.2. Kampung Kota Pathways as a Transit Route for City Pedestrian

*Kampung kota* can be defined based on their formation process and also the quality of their physical environment. Based on its formation process, *kampung kota* are informal, unplanned and un-served residential areas that make up most of the cities in Indonesia [31], whereas based on the quality of their physical environment, *kampung kota* are settlements that grow in urban areas without infrastructure planning and the city's economic network [32]. Furthermore, *kampung kota* can also be defined based on a review of the general conditions of the inhabitants, which is a form of society that is located in a particular place with a heterogeneous arrangement, but there is no adequate physical and social infrastructure where this understanding is not synonymous with slum or squatter since *kampung kota* have historical rights [33]. The definitions of the *kampung kota* indicate that the understanding of the urban village is complex and multi-dimensional according to various points of view and interests [34].

The existence of *kampung kota* in the city of Bandung has a crucial role and influence in developing the city. *Kampung kota* in the city of Bandung is classified as an urban village which tends to be located in strategic areas to support city functions. Their strategic location then provides an opportunity for the community to improve their environmental conditions at their own expense through the use of the location [35]. Generally, *kampung kota* in Indonesian cities can cover 60% of the city's area and can accommodate 75% of the city's population [36], while in the city of Bandung, it covers 46.12% of the city's total area (Table 1). This can then become a potential that should be considered in TOD-based planning.

| Name        | Area (Ha) | Area (Ha) | Percentage (%) |
|-------------|-----------|-----------|----------------|
| Bojonegoro  | 2.330,28  | 1.607,40  | 68,98          |
| Cibeunying  | 2.933,24  | 1.602,79  | 54,64          |
| Karees      | 2.107,09  | 1.050,61  | 49,86          |
| Tegalega    | 2.707,07  | 1.430,32  | 52,84          |
| Ujungberung | 4.050,16  | 1.657,62  | 40,93          |
| Gedebage    | 2.602,12  | 1.607,40  | 14,10          |
| **Total Area** | **16.730,00** | **7.715,54** | **46,12**      |

Regarding the TOD phenomenon that occurs in the city of Bandung, one of the heavily affected areas is the *kampung kota* of Kebon Binatang. This *kampung kota* is located in Cibeunying area, between pedestrian revitalization projects on the street of Cihampelas and Tamansari (Figure 6). The city government of Bandung from 2013 - 2018 built a skywalk facility and revitalized the pedestrian path on Cihampelas Street, while revitalizes the pedestrian path on Tamansari Street (Figure 7). Furthermore, both Cihampelas and Tamansari is one of the transit nodes that are equipped with commercial, educational and residential facilities.
Figure 6. The Location of Kampung Kota Kebon Binatang in Bandung.

Figure 7. Pedestrian Pathway and Facilities in the Street of Cihampelas and Tamansari.

Thanks to its strategic location, Kampung Kota Kebon Binatang is affected by the TOD-based development that takes place around it, especially since this area connects two transit nodes area. This kampung kota can be accessed even using 2-wheeled vehicles from Tamansari Street via Kebon Binatang Street (Figure 8). However, to be able to access this area from Cihampelas Street, walking is the only possible method through Jardin Street due to its terrain condition (Figure 9). Only through Pelesiran Street, then it is possible to use a 2-wheeled vehicle. This indicates that this kampung kota still has fairly low accessibility. The kampung kota pathways or alleys are generally less than 3 meters wide, with typical activities of people sitting around and food stalls in every corner. Each house usually has a short little bench outside, where people could sit down in the morning and evening while chatting about various things. These places usually become a gathering place that makes the pathways rarely empty and often full of livelihood. Furthermore, in a sense, it creates comfortable and safe places or transit nodes.
Figure 8. Access to Kampung Kota Kebon Binatang from Tamansari Street via Kebon Binatang Street.

Figure 9. Access to Kampung Kota Kebon Binatang from Cihampelas Street via Jardin Street.

To respond to the TOD-based development that is taking place in the vicinity, the community of Kampung Kota Kebon Binatang undertakes the development of the area independently. In addition to visual arrangement and ornamentation of the area (Figure 10), various functions and facilities also appear to accommodate the needs (Figure 11), both the needs of its citizens, as well as the needs of the surrounding area (street of Cihampelas and Tamansari).

Figure 10. Community Made Ornaments by Kampung Kota Kebon Binatang Inhabitant.

Figure 11. Variety of Facilities in Kampung Kota Kebon Binatang.
More than its transit potential, the populist approach during the era of the 2013 – 2018 government also empowers the affinity of the kampung kota’s people to decorate their neighborhood and later is known by the tagline creative kampung (kampung kreatif). This is also one of the uniqueness of kampung kota in the city of Bandung, therefore making it a brand image (Figure 12).

![Figure 12. A Mural Participatively Painted by Kampung Kota Inhabitant [37].](image)

4. Discussion
The history of Bandung and most current major cities along the North Java coastline was factually developed on the base of transit orientation concept under the instruction of King Louis Bonaparte who ruled the Kingdom of Holland and the command of Governor-General Daendels in 1715. Groote Postweg passing through Bandung, which is currently the main and old road of Bandung, was part of a military road running across Java between Anyer in the west point of Java and Panarukan in the eastern end. Major cities developed along these roads, and the city of Bandung is one of them. Currently, Groote Postweg is the backbone of Bandung, connecting the eastern and west part of Bandung. On the 19th to 20th century, main roads were branching northern and westward and resulted in the later development of North Bandung, and areas designed in garden city style. Dago Street (now known as Ir. H. Djuanda Street) was one of the major roads connecting the Groote Postweg to the northern part of the city. The land on which Kampung Kota Kebon Binatang stand used to be part of green belt stretching along the Cikapundung River, which was then underwent proliferation of uncontrolled and informal housings. If the Groote Postweg and the next development was aimed to develop the infrastructure of the colonial city, TOD-based planning focuses development on transit node areas through the provision of public facilities which has mixed-use functions. The mixed-use function here consists of residential, commercial and public functions. While Groote Postweg was intended for a broad scale of interest and benefit on the colonized land (The Dutch Colonial Government) specifically to enable spatial distribution of resources and human mobilization, the contemporary TOD is designated to support mixed-use functions at the transit node. The infrastructure could further be developed, to enhance the local community empowerment around the node area. If the node may have been well developed, the TOD scheme would enhance its connectivity with other places to establish an active and simultaneous network of activities and productive areas.

Currently, specifically during the office of Bandung’s Mayor Mr. Ridwan Kamil, the municipality of Bandung Metropolitan of the period 2013 – 2018 attempted to build various facilities related to the TOD scheme in Bandung, unfortunately so far it was still partially implemented. Post Ridwan Kamil’s office, Bandung is facing traffic problems, especially traffic jams. Land transport infrastructure is in one way problematic. However, restorations of some abandoned urban parks into a thematic urban park, skywalk, and pedestrian pathways revitalization in several places (Figure 13) managed to shape another dynamic of the city where people are moving from one spot to another. The sense of Bandung’s identity or Bandung’s cultural signatures and the nostalgia of the old Bandung (Bandoeng Tempo Doeloe) up to
local characters and specific habits of the Bandung’s people manage to motivate the people to relate and being active and regulate their mobility in small scale situation. Whether this is part of the planned TOD scheme may be questionable, but the impact on mobility and transit, especially walking activities indeed cannot be ignored. Based on this, related to the term of TOD as formally defined, the revitalization of walkable pedestrian pathways, complete with all its physical elements, is rather a city branding effort from the government in said period by bringing back the atmosphere from the history of Bandung Tempo Doeloe.

![Figure 13. Thematic Park, Skywalk and Pedestrian Path in the City of Bandung.](image)

Learning from the case of Kampung Kota Kebon Binatang, we could reflexively learn the potential of kampung kota (urban village). It used to be dwelling establishments in-between places of the main infrastructure. It could have been abandoned places, former agricultural land, or land belonging to partitioned and sold personal owned land. Their pathways connect many important spots in the city. To implement the context-based transit design scheme in the city of Bandung which has a fairly large number of kampung kotas, revitalization is needed to make them sustainable areas, while enhancing their compactness, connectivity, density, and to justify their status of mixed land use. This concept can be materialized through the empowerment of social, economic, environmental and cultural aspects by providing them adequate facilities and infrastructure, space and opportunities to interact, express, innovate, and provide programs that allow them to involve in economic and productive activities in the kampung kota. Through this context-based transit design scheme planning, the role of kampung kota will develop into a node in a sustainable city. This will then relate to the development of the locality of a city so that TOD planning is not only about mobility in a city but also about the quality of life of the community in the city. In other words, context-based TOD can be realized through the attention given to the contextual development of a place and the local articulation of its people. In a positive sense, the image of kampung kota potentially provides a local genuine image of transit activities.

5. Conclusion
The implementation of TOD by the city government of Bandung in the period 2013 – 2018 is still partial and emphasizes the elements of urban aesthetics with economic motive. The emphasis of development on commercial urban nodes shows that TOD is still more motivated by economic reasons. Later, the orientation turns out to be more into lifestyles, while as lifestyle nodes or paths, new activities came after its development. Other than transit functions, skywalks, pedestrian pathways, and thematic parks become tourist spots, mostly for selfies and sightseeing. The manifestation of a TOD scheme still focuses on making land transportation facilities for motor vehicles the basis of its infrastructure development. From the analysis, several general conclusions can be concluded related to the objects of studies, namely:

1) The concentration of road infrastructure development in urban areas bringing tourism, heritage and shopping themes shows that the main emphasis of the development of thematic parks, skywalks, and pedestrian pathways is to link economically productive areas, which are commercial.
2) Skywalks, thematic parks, and pedestrian pathways enhancement would help bridging commercial areas that happen to be in short distances to one another. Thus it is expected to make it easy for people to navigate through important and entertaining places.

3) Since walking activity seems to need to be awakened through the stimulation of attractive designs and forms of urban furniture. The aspects of aesthetics and comfortability are the main design dimension elaborated for delivering pedestrian pathways, skywalks, and thematic park designs.

4) The potential interlinkage of small inter-city streets within the city to penetrate the kampung kota specifically for pedestrians should be one of the concerns of the TOD scheme. Moreover, the concept of the creative village has now awakened the interest of the kampung kota community to beautify their village.

On the other hand, the city of Bandung has the potential for contextual-based TOD planning by utilizing the kampung kota scattered within. Through the activation of the kampung kota as a transit node, the city of Bandung is expected to become a sustainable city with an appropriate TOD implementation. The existence of Kampung Kota Kebon Binatang in between two major streets of Cihampelas and Tamansari should be able to contribute to the enhancement of commercial areas surrounding it, while further involvement can also contribute back to the well being of the local inhabitants. The increasing interest of the local inhabitants to decorate their pathways or locally called as jalan tikus (rat/rodent running) independently could revise impressions of kampung kota as being dirty and badly maintained areas. The creative village discourses implemented during Ridwan Kamil’s office as the Mayor of Bandung successfully motivated inhabitants of kampung kota to make their dwelling places good and accessible. Furthermore, this jalan tikus in kampung kota could have the potential to emerge as an indigenous branding image of urban transit.

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