

**NORMATIVE ANALYSIS OF LEGAL PROTECTION FOR FOOTBALL SUPPORTERS AT ATLETIK 17 DECEMBER STADIUM IN MATARAM CITY****I Komang Tresna<sup>1\*</sup>, Emirald Isfihan<sup>2</sup>, Rahayu Sri Utami<sup>3</sup>**<sup>1,2,3</sup>Program Studi Ilmu Hukum, Fakultas Hukum, Universitas Maarif Hasyim Latif, Sidoarjo, Indonesiatresnakomang707@gmail.com<sup>1\*</sup>, emiraldisfihan@gmail.com<sup>2</sup>,  
ayu\_utami@dosen.umaha.ac.id<sup>3</sup>**Abstract**

Football, as a highly popular sport, involves the attendance of thousands of supporters who may potentially face various risks related to security, comfort, and the fulfillment of their rights as consumers. Although consumer rights are regulated under Law Number 8 of 1999 on Consumer Protection, their implementation in practice remains suboptimal, particularly with regard to the responsibility of match organizers toward supporters who suffer losses at Atletik 17 December Stadium in Mataram City. This study aims to analyze the legal protection afforded to football supporters under the Consumer Protection Law, as well as the obligations of match organizers toward supporters at Atletik 17 December Stadium. This research employs a normative legal research method with a library-based approach, utilizing primary and secondary legal materials collected through both online and offline literature studies and analyzed qualitatively. The findings indicate that significant issues persist in the provision of consumer protection for football supporters, particularly concerning aspects of security, comfort, safety, and complaint-handling mechanisms. These issues are influenced by the low level of awareness among match organizers regarding their legal obligations, weak supervision by the relevant authorities, and the lack of active participation by supporters in asserting their rights. As a result, the overall comfort and sense of security experienced by supporters while attending matches at Mangemaci Stadium remain inadequate. Therefore, strengthening consumer protection is necessary to ensure the safe and comfortable organization of football matches and to foster a harmonious relationship among supporters, match organizers, and stadium management.

**Keywords:** Consumer protection, football supporters, organizer responsibility

**INTRODUCTION**

Consumer protection can be defined as all efforts to ensure legal certainty to protect consumer interests (Howells & Weatherill, 2017; Rumiarta & Indradewi, 2020; Scott, 2018). A consumer is any person who uses goods and/or services for their own benefit, that of their family, another person, or any other living being, and not for repurchase. In the context of sports, soccer is one of the sports with the largest fan base in the world. Soccer serves not only as a form of entertainment but also has significant economic value, particularly for individuals with athletic ability, as it can improve their well-being (Ertaş, 2022; Kim et al., 2017).

The presence of fans in soccer plays a crucial role as a source of motivation and energy for the team they support (Cohen, 2017; Karakaya et al., 2016). Supporters are not merely present as spectators but also actively provide support through cheering, singing, and other emotional expressions during the match. From the perspective of the sports industry, particularly professional soccer, fans who purchase tickets to watch matches at the stadium can be classified as consumers. This is because match tickets are a service offered and sold by the organizers to the public who want to enjoy the match live.

As consumers, supporters have the right to receive complete, accurate, and honest information regarding tickets and upcoming matches. Furthermore, supporters also have the right to legal protection, including the right to receive updates in the event of schedule changes, postponements, or cancellations. Any party experiencing certain losses has the right to file a complaint and demand compensation for losses arising from poor facilities, security, comfort, and safety during the hosting of football matches at the 17 December Stadium. Match organizers are fundamentally obligated to create stadium conditions that provide the best possible experience for spectators (Glebova et al., 2019; Lee et al., 2015)

Football clubs are fundamentally not only required to win but also to meet quality standards for match organization (Solberg & Haugen, 2010; Zülch et al., 2020). Therefore, spectators must be positioned as consumers with rights as stipulated in Article 4 of the Consumer Protection Law. These rights include the right to comfort, security, and safety while watching football matches, as well as the right to receive accurate and honest information regarding the condition of the stadium and surrounding environment during the match. Furthermore, supporters also have the right to receive assistance in the form of information and guidance regarding services, both inside and outside the stadium, as well as the right to reimbursement and recovery if the service received does not meet the promised standards.

Losses experienced by supporters can include physical losses, such as injuries resulting from ejection or unsafe stadium facilities; material losses such as loss of personal belongings; and immaterial losses such as discomfort and psychological distress. The numerous cases arising from poor facilities, weak security, and the low level of comfort provided by match organizers demonstrate the continued weakness in the implementation of consumer protection in the sports sector.

Another issue that arises is the unclear legal protection mechanism for consumer supporters, as many cases cannot be pursued legally. This is despite the fact that consumer rights are expressly regulated in Law Number 8 of 1999 concerning Consumer Protection, as well as the obligation of match organizers to fulfill and respect these rights. Guidance and supervision of the implementation of consumer protection are also regulated in Government Regulation Number 58 of 2001 concerning Guidance and Supervision of the Implementation of Consumer Protection. The government, through these regulations, aims to create a conducive business climate and strengthen harmonious relations between business actors and consumers (Steurer, 2013; Zhao, 2012).

Various studies and regulations related to football stadiums also highlight the importance of stadium design and management in ensuring spectator safety and security. The layout of stairs, corridors, grandstand barriers, and the distance between spectators and the field, which

in Indonesia typically consists of a ditch or athletic track, are part of the effort to prevent accidents and security disturbances. While these designs are not always visually appealing, they have proven quite effective in terms of stadium security in Indonesia. Currently, the 17 December Stadium is considered far from these basic standards, necessitating improvements and proper management.

From a facility and operational perspective, hosting matches in a stadium is closely related to security planning, evacuation systems, seating arrangements, spectator zoning, and managing the flow of people entering and exiting the stadium. Therefore, the number and capacity of entrances must be adjusted to the number of spectators to avoid overcrowding, and clear areas must be provided for both home and away spectators. Based on the above description, this study examines two main issues: how legal protection for football fans is viewed from Law Number 8 of 1999 concerning Consumer Protection, and the form of responsibility of match organizers towards football fans who suffered losses at the 17 Desember Stadium in Mataram City. This study is expected to provide an understanding for fans regarding their legal rights and the steps they can take to claim their rights if they experience losses.

## **RESEARCH METHODS**

This research uses a normative legal approach with a library research approach. The research data is sourced from primary and secondary legal materials (Johnny Ibrahim, 2005; Syahrums, 2022). Primary legal materials were obtained through a review of relevant laws and regulations, including the Civil Code, Law Number 8 of 1999 concerning Consumer Protection, Law Number 11 of 2022 concerning Sports, Government Regulation Number 58 of 2001 concerning the Development and Supervision of Consumer Protection, Government Regulation Number 4 of 2019 concerning the National Consumer Protection Agency, the 2021 PSSI Stadium Regulations, and other legal provisions related to the research object. In addition, this research also utilized secondary legal materials consisting of literature books, legal journals, and information sources from the internet or relevant websites. All legal materials were collected through library research methods, both online and offline. Next, the collected data was analyzed qualitatively to gain a comprehensive understanding of the research problem. The approaches used in this research included a statute approach and a case approach, with the focus of the study on the organization of the football match at the 17 December Stadium.

## **RESULT AND DISCUSSION**

### **Problems of Legal Protection for Football Supporters at the 17 December Stadium**

Consumer protection issues are increasingly being discussed by various groups, particularly those directly related to the position of consumers themselves. One relevant issue in this context is legal protection for football fans. Legal protection for football fans in Indonesia can be reviewed through Law Number 8 of 1999 concerning Consumer Protection. This law was essentially created to guarantee and recognize consumer rights. In the context of football, fans can be qualified as consumers because they purchase match tickets and utilize entertainment services provided by match organizers (Wahyudin & Prasetyo, 2025; Waluyo & Kharisma, 2023).

Issues related to consumer protection in the world of football are recurring issues and have not been optimally resolved. Although various legal provisions aim to provide maximum protection to consumers, in practice, this protection has not been implemented effectively. Current regulations tend to be general in nature and do not provide adequate personal protection to consumers, particularly football fans. Therefore, optimizing the role and performance of legal instruments is crucial to ensure the comfort and safety of fans watching football matches.

One aspect of consumer protection that remains weak is the fulfillment of the right to information. In the practice of buying and selling football match tickets, the provisions

regarding consumers' rights to true, clear, and accurate information as stipulated in the Consumer Protection Law have not been fully implemented. Businesses tend to ignore this legal obligation, prioritizing economic interests. As a result, the information provided to consumers is often incomplete, non-transparent, and even misleading, leaving consumers disadvantaged and struggling to claim their rights.

Law Number 8 of 1999 concerning Consumer Protection normatively guarantees legal protection to all consumers, including football fans. Although this law does not explicitly regulate football fans, in the context of organizing matches, fans are still categorized as consumers. In today's era, protecting consumer rights is increasingly important, given consumers' vulnerability to exploitation by irresponsible businesses. Without adequate legal awareness, consumers often accept detrimental practices without realizing the violations committed by businesses.

In the context of protecting football fans, several consumer rights can be interpreted from the Consumer Protection Law, including the right to receive clear and timely information regarding match schedules, locations, and ticket prices, as well as the right to safety and health while in the stadium or match area. These rights should be a primary concern in organizing football matches. The development of football fans in Indonesia shows a positive trend. In recent years, supporter groups have become more organized, resulting in changes in support patterns and spectator behavior. This phenomenon has positively contributed to the dynamics of national football. However, consumer issues in football are not only related to individual decision-making but also encompass a general understanding of the importance of consumer protection among all parties, including businesses, the government, and consumers themselves (Nugroho).

Match organizers fundamentally recognize their legal obligation to protect consumer rights, conduct matches safely, comfortably, and orderly, and comply with established standards and regulations. On the other hand, the government also plays a crucial role in ensuring adequate regulation and oversight of stadium facilities, security, and comfort to provide real protection for fans as consumers.

The enactment of Law Number 8 of 1999 concerning Consumer Protection demonstrates the state's commitment to empowering consumers through mechanisms for fostering and overseeing the relationship between consumers and businesses. This law also involves the role of non-governmental consumer protection organizations in creating a balance between the rights and obligations of all parties. Based on Article 29 of the Consumer Protection Law, the government has the responsibility to encourage the effective enforcement of consumer protection laws. Therefore, the government is the primary actor with the greatest authority and responsibility in ensuring the implementation of consumer protection.

Legal protection for football fans can also be achieved through the accountability of match organizers, as stipulated in Law Number 8 of 1999 concerning Consumer Protection. Match organizers are responsible for providing compensation for losses suffered by consumers due to the use of their services. This liability covers both material and immaterial losses arising from negligence or breach of obligations by the match organizer.

In this context, football match organizers are obligated to provide complete and accurate information regarding tickets, match schedules, applicable regulations, and to guarantee facilities, comfort, safety, and security during the match. If a fan's rights are violated, the fan has legal grounds to file a claim or lawsuit for compensation under the Consumer Protection Law.

Furthermore, the 2021 PSSI Safety and Security Regulations also stipulate the rights of football fans that must be fulfilled by match organizers. These rights include the right to legal protection, the right to safety and security before, during, and after the match, and the right to receive clear information regarding stadium safety and security systems, including

transportation facilities, stadium layout, and parking areas. However, in practice, legal protection for football fans is often not implemented as it should be. Supporters are often positioned as mere spectators without regard for their rights as consumers. However, based on Consumer Protection Law Number 8 of 1999, fans have the right to clear information, the right to adequate service, and the right to file complaints and obtain compensation in the event of violations. However, law enforcement against violations of these rights still faces various obstacles, primarily due to the complexity of the parties involved in organizing football matches.

With the enactment of Law Number 8 of 1999 concerning Consumer Protection, football fans in Indonesia now have a clear basis for legal protection as consumers. This law serves as a foundation to ensure that fans can enjoy football matches safely, comfortably, and fairly, and provides a dispute resolution mechanism in the event of a violation of their rights.

### **Responsibility by the Organizers to the Football Supporters at the 17 December Stadium in Mataram City Who Suffered Losses.**

The organizer's responsibility as a business actor in business activities essentially includes the obligation to compensate consumers for any damage, disruption, and/or loss arising from the use of goods and/or services produced or traded. The organization of a football match cannot be separated from the organizer's role as a business actor. In the Consumer Protection Law, business actors are defined broadly, including football match organizers as parties providing entertainment services to the public (García & Welford, 2015a; Star & Vynckier, 2023; Waterson, 2016).

Business actors are required to comply with all provisions stipulated in the Consumer Protection Law and provide maximum legal protection to consumers. However, in practice, particularly in the context of football fans, many consumers, despite having suffered losses due to the negligence of the match organizers at the 17 December Stadium, are still reluctant to file lawsuits or claim compensation. This situation is caused by fear of potential future risks, so fans tend to choose to remain silent and accept the loss (Aminudin, 2022)

Consumer protection is essentially part of protecting human interests, thus requiring the involvement of all parties, including business actors, consumers, and the government. In the context of football fans, consumer losses can arise from inadequate facilities, low levels of comfort, weak security, and the lack of guaranteed safety during matches. This situation was evident during the match at the 17 December Stadium, where these aspects were not a primary concern for the organizing committee, even though facilities, comfort, security, and safety are essential elements for creating a conducive match atmosphere (Apriani Rani).

Law Number 8 of 1999 concerning Consumer Protection explicitly regulates the obligations and responsibilities of business actors, including match organizers. Despite these clearly stated obligations, in practice, match organizers at the 17 December Stadium still lacked awareness of the importance of meeting standards for facilities, comfort, security, and safety for fans. In fact, there was a tendency to trivialize legal obligations that should have been met (Esther Masri, Oti Handayani, Dhianty, Rama Wahyuni).

The stadium's unsuitable condition, yet its continued use for matches, has the potential to cause losses for consumers. These problems include damaged stands, peeling concrete, rusty and brittle fences, inadequate lighting, and the poorly maintained cleanliness of the north and south stands, potentially endangering the safety of supporters. All of these conditions demonstrate the importance of organizers' accountability for losses suffered by consumers, particularly football fans.

In principle, organizers' responsibility is an absolute obligation to provide compensation for any damage, harm, and/or loss suffered by consumers as a result of using the services provided. Consumers have the right to receive honest, correct, and non-discriminatory service

(Hendri). The Consumer Protection Law provides legal protection to every consumer who is harmed by goods or services offered by business actors. Consumer rights as stipulated in Article 4 of the Consumer Protection Law essentially represent a concrete form of consumer protection efforts.

Based on Article 4 of the Consumer Protection Law, consumers have the right to comfort, security, and safety; the right to choose goods and/or services; the right to correct, clear, and honest information; the right to express opinions and complaints; the right to receive advocacy and dispute resolution; and the right to receive guidance. The right to be treated fairly and without discrimination; and the right to receive compensation or redress if the goods and/or services received do not comply with the agreement. Therefore, consumers have the express right to receive compensation if the services received are not as expected.

On the other hand, Article 7 of the Consumer Protection Law stipulates the obligations of business actors, including acting in good faith in conducting their business, providing accurate and honest information, treating consumers fairly, guaranteeing service quality, and providing compensation or redress for losses suffered by consumers. This provision emphasizes that football match organizers are obliged to ensure that all services provided meet safety and comfort standards and are responsible for losses arising from negligence.

Business actors who violate their obligations may be subject to criminal sanctions as stipulated in Article 62 of the Consumer Protection Law, including imprisonment or fines, including more severe sanctions if the violation results in serious injury, permanent disability, or death. However, enforcement of these provisions generally only occurs upon a complaint from the injured party, in this case, football fans.

Supporters are an integral part of football, and their existence is therefore also regulated in various regulations of the Football Association of Indonesia (PSSI), the national football association with authority under FIFA's jurisdiction. The government also plays a role as a mediator in resolving conflicts between supporters and match organizers, while also ensuring consumer protection to create a balance between consumer and business interests (Kairupan).

In addition to the PSSI regulation, the government also issued Government Regulation Number 4 of 2019 concerning the National Consumer Protection Agency. Based on this provision, the BPKN can establish regional representatives and the Consumer Dispute Resolution Agency (BPSK) as a non-litigation institution to resolve consumer disputes outside of court. The BPSK provides more concrete legal guarantees for supporters in fighting for their rights as consumers (Rachmad).

Legal protection for football fans is also strengthened through Law Number 11 of 2022 concerning Sports. Article 54 paragraph (4) of the Sports Law stipulates that the organization of sports championships must consider the rights of spectators. This provision demonstrates that the rights of supporters as spectators have a strong legal basis and must be respected by organizers (García & Welford, 2015b; James & Pearson, 2015; Kumar, 2022)

However, in practice, there is still frequent shifting of responsibility between organizers, thereby harming supporters' rights. Therefore, football match organizers have a responsibility to ensure the safety, comfort, and positive experience for all supporters at the 17 December Stadium. If any losses occur, organizers are required to act responsively by providing clear complaint channels, open communication, prompt resolution of issues, provision of appropriate compensation, and conducting evaluations to prevent similar issues from recurring in the future. These measures will ensure organizers' accountability and ensure the stadium remains a safe and comfortable public space for all supporters.

## **CONCLUSIONS**

Legal protection for football fans at the 17 December Stadium in Mataram City has not been optimally implemented. This is evident in the persistent problems related to inadequate

facilities, low levels of comfort, weak security, and the lack of assurance of fans' safety while watching the match, even though they have officially purchased tickets. This fact indicates that match organizers have not fully fulfilled and respected the rights of fans as consumers. Match organizers, as business actors, have not provided legal protection based on Law Number 8 of 1999 concerning Consumer Protection.

This law explicitly stipulates that business actors have absolute responsibilities, including the obligation to ensure adequate facilities and provide a sense of comfort, safety, and security for consumers. However, empirical conditions at the 17 December Stadium indicate that these obligations have not been properly fulfilled by the organizers. Furthermore, the provisions stipulated in the regulations of the Indonesian Football Association (PSSI) and Law Number 11 of 2022 concerning Sports have not been fully complied with and consistently implemented. This is reflected in the low level of accountability of match organizers, who in practice often ignore applicable laws and regulations. As a result, fans' rights as consumers in the football industry have not received adequate legal protection, as mandated by Law Number 8 of 1999 concerning Consumer Protection.

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