

Legal Protection for Soccer Supporters in Riots at Gelora Joko Samudro Stadium in Gresik

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Abstract

The research discussed the legal protection for supporters who became victims at Gelora Joko Ocean Stadium by treating supporters as legal subjects in sports activities. This research aims to analyze the legal protections provided by legislation, the responsibilities of officials, the safety of supporters, including matches and clubs, and the obstacles to their implementation. The method used is a jurisdictional research approach, drawing on legislation, cases, empirical studies, and conceptual work. Data were obtained through interviews, field observations, and documentation of legislation and related legal documents. Research results indicate that legal protection for supporters is provided in the Act and the Book of Criminal Law, but implementation remains suboptimal. Weak law enforcement, lack of coordination between parties, lack of law, officials, and clubs in running responsibility, and the club in running responsibility for supporters. This research concluded that the legal protection for supporters is still adequate, although Law Number 11 years has given support and participation to the coordination and participation in the coordination.

Keywords

Gelora Joko Samudro Stadium; Legal protection; soccer supporters

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1. INTRODUCTION

The issue of fan riots in soccer matches continues to require serious attention. The riots during the match between Gresik United and Deltras FC at Gelora Joko Samudro Stadium on November 19, 2023, had social and legal impacts on supporters and other parties involved. This study focuses on football supporters, who are often viewed merely as spectators or participants in riots, while their status as legal subjects entitled to protection is frequently overlooked. The case at Gelora Joko Samudro Stadium serves as a real-life laboratory to examine how regulations, the responsibilities of organizers, law enforcement agencies, and clubs, as well as operational challenges, affect the implementation of legal protection. (Mega Jaya et al., 2022)



Critically, the research problem lies in several aspects: first, despite national regulations such as Law Number 11 of 2022 concerning Sports. (Peraturan Presiden RI, 2022) , which explicitly regulates the rights and obligations of supporters and supporter organizations, concrete implementation in the field still shows weaknesses. Second, law enforcement officials, match organizing committees, and football clubs have not optimally ensured the safety and protection of supporters (Utama et al., 2024). Third, structural obstacles, such as inadequate technical regulations and low levels of socialization and inter-agency coordination, have created a gap between norms and practice. (Nafi'ah & Khuza, 2024)

A literature review shows that Law 11/2022 not only regulates the sports system but also affirms the rights and obligations of sports participants, including supporters, within the national sports industry. The first study, Legal Protection of Football Match Spectators in Indonesia (Wahyudin & Prasetyo, 2025), analyzes legal protection for football supporters in Indonesia through the Kanjuruhan Stadium tragedy. The study highlights that supporters have civil rights against match organizers and are protected as consumers and citizens, but the implementation of these rights still lags. Furthermore, The Role of Law in Handling Violence in Football Games in Indonesia. (Anggarawati, Setyaning & Wibisono, 2024) examines the law's role in addressing football violence in Indonesia. (Anggarawati et al., 2024) examines regulations and law enforcement against violence in football matches in Indonesia. This study shows that, from a regulatory perspective, the law plays a crucial role in shaping the behavior of players, officials, and spectators. In contrast, from a law enforcement perspective, there are implementation obstacles.

The third study, Globalization of Hooliganism among Football Supporters in Indonesia (Hendika & Nuraeni, 2020), focuses on the influence of globalization on hooliganism culture among Indonesian supporters. The results show that supporters have begun adopting British-style hooliganism, increasing the potential for stadium riots. The fourth study, Protection Rights for Football Supporters: Learning from the Tragedy at the Kanjuruhan Stadium in Indonesia, Waluyo & Kharisma, 2023, (A. W. dan A. Kharisma, 2023) examines supporters' protection rights through a study of the Kanjuruhan tragedy. This study found that national regulations remain inconsistent with international standards, such as the FIFA Stadium Safety & Security Regulations (Tangkere & Sinaga, 2023), and that supporters' rights are violated.

Fifth, a study by Construction of Criminal Policies for Handling Football Riots in the Kanjuruhan (Astuti et al., 2024). Tragedy Astuti, Soponyono & Sularto (2024) discusses criminal policies in handling supporter riots in Kanjuruhan. The results show that unprofessional match organization and weak security coordination were factors that triggered the major accident. Several previous studies have examined fan riots from the perspectives of criminality or stadium security (Hidayatuzzakia et al., 2023). However, few have treated fans as legal subjects entitled to full protection (Ramadhan et al., 2024). Thus,

the literature shows an urgent need for research that combines aspects of regulation, legal protection, and match organization practices. The novelty of this research lies in its specific focus on legal protection for supporters as legal subjects, rather than solely on the criminal aspects of riots or the general responsibilities of clubs/organizers. (Purwanto et al., 2024) This study attempts to fill a gap in the literature by examining how supporter protection regulations have been implemented in the context of the riots in Gresik, as well as identifying the obstacles that hinder their implementation. (Irmawati et al., 2024)

The method used in this study is an empirical juridical approach (Syahril, 2024), combining legislative, case study, empirical, and conceptual approaches. Empirical data were obtained through interviews with supporters, security personnel, match organizers, field observations at the Gelora Joko Samudro Stadium, and studies of relevant legal documents (including Law 11/2022 and its implementing regulations). The analysis was then conducted conceptually to evaluate the implementation of regulations and identify operational obstacles (Pratama & Apriani, 2023). This study is expected to provide a comprehensive overview of legal protections for soccer supporters in Indonesia, particularly in the context of the riots in Gresik, and to offer recommendations for policymakers, match organizers, and other relevant parties to improve security and protection for supporters. (Irawan, 2023)

2. METHOD

The research method used in this study adopts an empirical legal approach, combining normative and empirical perspectives to describe legal conditions comprehensively. A legislative approach examines regulations on legal protection for soccer supporters, while a case study explores the implementation of legal norms in the context of soccer matches. Furthermore, an empirical approach analyzes the implementation of legal protection using field data, while a conceptual approach constructs an analytical framework linking regulations, implementation, and obstacles. With this methodological design, the study aims to answer three main questions: (1) the form of legal protection provided to supporters, (2) the responsibility of officials and match organizers in ensuring spectator safety, and (3) obstacles to the implementation of such legal protection.

3. FINDINGS AND DISCUSSION

Research results show that legal protection for sports supporters in Indonesia is regulated through Law Number 11 of 2022 concerning Sports (UU 11/2022). This law provides the legal framework governing the relationships among championship organizers, supporters, and other parties involved in sports activities. Article 54 paragraph (4) of Law 11/2022 expressly states that sports championship organizers must pay attention to the rights of spectators, including the right to safety and security during sports activities. This provision places organizers as the primary party responsible for ensuring

that sports events are conducted safely and without risk to spectators, including supporters. The study further shows that Article 54, paragraph (4) provides a juridical basis for claiming the responsibility of organizers when spectators' rights are violated. (Wirawan et al., 2026)

Normatively, organizers are responsible not only for conducting the event but also for risk management, security, and audience protection. Furthermore, Article 55 of Law 11/2022 specifically regulates the position of sports supporters, stating that supporters play an active role in providing enthusiasm, motivation, and support both inside and outside sports competitions. This provision reflects a paradigm shift in national sports law, where supporters are no longer viewed merely as passive spectators but as active subjects with a strategic role in organizing sports championships. (Setiyawan et al., 2026)

The research results revealed that Law 11/2022 recognizes supporters as legal subjects entitled to legal protection both inside and outside sports matches. The law requires supporters to be organized through registered support organizations and grants them rights to safety and security guarantees. At the same time, supporters are obliged to maintain order and security during sports activities. These provisions reflect the state's effort to create an orderly and legally protected supporter system. However, empirical findings show a gap between normative regulations and their implementation in practice. The riots at Gelora Joko Samudra Stadium on November 19, 2023, following the match between Gresik United and Deltras Sidoarjo, demonstrate that the legal protections guaranteed by Law 11/2022 have not yet been fully realized. (I. A. Kharisma & Setiyawan, 2025)

Based on field data, the riots at Gelora Joko Samudra Stadium caused damage to stadium facilities and injured 28 people, consisting of 17 supporters and 11 police officers. These findings show that the safety and security rights of supporters guaranteed by Law 11/2022 were not fully protected. The riots satisfied the elements of Article 170, paragraph (2), of the Criminal Code regarding collective violence resulting in injuries. In addition, the injuries suffered by police officers indicate resistance to officials performing their duties, as regulated under Article 214, paragraph (2), of the Criminal Code. (Ananda Selly Manila Wati & Setiyawan, 2025)

The study found that although Law 11/2022 and the Criminal Code provide legal instruments to address stadium riots, effective legal protection for supporters has not been fully realized. Injuries and property damage reveal weaknesses in the implementation of legal protections, creating a gap between normative regulations and actual conditions on the ground. As a result, legal protection for supporters remains largely normative rather than fully effective in practice. (Chandra Adi Gunawan Putra et al., 2023)

3.1. Legal Protection for Supporters

Legal protection for sports supporters is regulated in Law Number 11 of 2022 concerning Sports. Article 54 guarantees spectators' rights to safety and security, while Article 55 recognizes supporters as active participants in sports championships and requires them to be organized through registered support organizations.

Law 11/2022 recognizes supporters as legal subjects entitled to legal protection and security guarantees. However, riots after the Gresik United vs. Deltras Sidoarjo match on November 19, 2023, at Gelora Joko Samudro Stadium resulted in damage to stadium facilities and injuries to 28 people, consisting of 17 supporters and 11 police officers. (Zamzami, n.d.)

Article 170 paragraph 2 (1) of the Criminal Code (KUHP) states that "it regulates criminal acts of assault resulting in injury". This article states that if violence committed jointly and openly results in injury to the victim, the perpetrator may be subject to a maximum sentence of years' imprisonment ("Kitab Undang-Undang Hukum Pidana (KUHP)," 2023). This can also be reviewed under Article 214, paragraph 2 (1), of the Criminal Code (KUHP). This article states that "criminal acts of resistance against officials who are carrying out their duties are punishable by imprisonment of up to one year and four months or a fine of up to four thousand five hundred rupiah." From this article, we can conclude that coercing officials not to perform their lawful duties, resulting in injury, is a criminal act.

Although Law 11/2022 has provided a normative basis, field reports indicate that match security remains inadequate and that awareness of supporters' rights is limited. Coordination among stakeholders (clubs, committees, security forces) remains weak (Darma et al., 2024). For example, one FGD discussion noted that the implementation of Articles 54 and 55 needs further clarification, as the norms remain general and the technicalities of their application remain unclear. In the field, supporter groups from several clubs still state that a legal supporter body, as required by Article 55, has not yet been formed. This shows that a formal and functional institutional mechanism to protect its members has not yet been systematically implemented.

This shows that even though a legal framework for supporters is formally available through Law 11/2022, its implementation practice still faces significant obstacles that undermine its effectiveness. Therefore, in order for supporters' rights to be truly protected in practice, concrete steps are needed, such as the establishment of a legal and functional supporters' organization; the organization of matches equipped with standard security measures and strong coordination between parties; and the issuance and implementation of operational technical regulations that are consistently enforced (Ramadhani & Ubaidillah, 2024). This analysis serves as an important foundation for the next chapter, which will highlight the responsibilities of relevant parties (law enforcement officials, committees, clubs) and the obstacles to implementing protective measures for supporters.

3.2. Responsibilities of Officials, Committees, and Clubs in Ensuring Spectator Safety

However, the riots at Gelora Joko Samudro Stadium indicate that the implementation of legal protection and safety guarantees for supporters has not been fully realized. Although Law Number 11 of 2022 concerning Sports provides a clear legal framework for supporters' rights and organizers' obligations, a gap persists between the law and its implementation. Various reports indicate that match security is still inadequate, reflecting weaknesses in the enforcement of existing regulations. (Buyrukoğlu & Kizilkaya, 2024)

This is evident in the unpreparedness of security personnel, the lack of strict monitoring procedures, and the absence of safety facilities in stadiums, such as evacuation routes, emergency communication systems, and first-aid facilities (Maulaya & Wildan, 2025). In addition, the dissemination of information to supporters, the riggers organizers, and the obligators, which should be carried out regularly, remains very limited (Agung Nugroho, 2019). Many supporters do not understand their basic rights, such as the right to safety, the right to be treated humanely, and the right to obtain transparent information about the rules and regulations governing the match. Coordination among stakeholders, including match organizers, security forces, local governments, and sports federations, remains ineffective and poorly integrated. (Latri & Isnaeni, 2019)

This situation creates confusion in the division of responsibilities and decision-making during incidents, leading to suboptimal prevention and emergency response efforts. This situation clearly illustrates that established regulations have not been implemented as they should. One clear example of weak policy implementation is the lack of dissemination of regulations on supporter protection. (Ropii et al., 2026)

One clear example of weak policy implementation is the lack of public awareness of regulations protecting supporters. The lack of information dissemination and legal education among supporter groups led many of them not to understand their rights and obligations within the national sports ecosystem. As a result, when incidents occur, supporters often do not know the legal mechanisms or institutions that can provide protection and advocacy for their interests (Kairupan Angelia Claudya, 2013). In addition, the law's provisions requiring the establishment of a legal entity for supporters as an official forum for club supporters have not been fully implemented in practice. (Winarsih et al., 2026)

3.3. Barriers to the Implementation of Legal Protection for Supporters

Although the legal framework governing the protection of sports supporters has been drafted clearly and comprehensively, in practice, there is a significant gap between the written regulations and their implementation. This discrepancy shows that legal regulations do not fully guarantee the effective protection of supporters in sporting events in Indonesia. First, normatively, regulations such as Law

No. 11 of 2022 on Sports clearly stipulate that supporters have the right to legal protection, safety guarantees, and a sense of security at every sporting event (Suswanto, n.d.). However, in practice, the implementation of these rights has not been optimal. One clear indication of this weak implementation is the absence of legal entities for supporters in many Indonesian football clubs. (Putra Pamungkas & Asep Hakim Zakiran, 2023)

In fact, the existence of such legal entities is an important legal mandate, serving as an official forum for supporters to obtain legal legitimacy and institutional protection. The absence of this legal entity has resulted in weak internal protection mechanisms within the supporter community, as there is no legally authorized organizational structure to advocate for their interests in cases of rights violations, violence, or conflicts with organizers or security forces. (Jovansyah Mulya Cipta Wibawa et al., 2025)

Secondly, on the other hand, organizers of sporting events or championships still face various challenges in fulfilling their legal obligations to ensure the safety and security of spectators. Although regulations explicitly mandate that organizers must ensure the safety of all parties involved, the reality on the ground shows that stadium security systems, safety facilities, and evacuation procedures still do not meet adequate standards, as evidenced by evaluations of stadiums in Indonesia that reveal failures in evacuation plans, safety infrastructure, and the absence of effective contingencies, which are major factors in the increased risk of injury or fatality in mass crowd incidents at sports stadiums. (Wiyono et al., 2023)

Many stadiums lack safety support facilities, including clear evacuation routes, sufficient numbers of trained security personnel, and optimally functioning emergency communication systems (Nadhillah & Lubis, 2023). In addition, coordination among organizers, security forces, and local governments is often poor, leading to ineffective risk management in the event of unrest or emergencies. This situation highlights the gap between the normative obligations of organizers and the actual implementation in the field. (Susilo, 2025)

Third, structurally, the regulations stipulated in Law No. 11 of 2022 are not adequately supported by technical and operational implementing regulations. The absence of clear technical guidelines has led to inconsistent interpretation and application of legal provisions in the field. For example, not all parties have the same understanding of stadium safety standards, the legal responsibilities of organizers, or the mechanism for establishing a legal entity for supporters (Saputra et al., 2025). As a result, efforts to implement regulations have stalled, and each party often implements policies based on its own interpretation, without standard official guidelines. This has also been acknowledged by various supporter groups, who state that the implementation of Law No. 11 of 2022 has not had a tangible impact on improving their protection in the field, due to the lack of procedural clarity and technical instructions from the relevant authorities. (Isnaini, 2025)

4. CONCLUSION

The case of supporter riots during the match between Gresik United and Deltras FC at Gelora Joko Samudro Stadium on November 19, 2023, is a clear illustration of the continuing weakness of legal protection for football supporters in Indonesia. This incident not only had a profound social impact but also revealed the vulnerability of supporters' legal position, which has not been fully recognized as that of legal subjects entitled to protection and safety guarantees.

This case study makes clear that legal protection for supporters cannot be separated from the integration of regulations, the responsibilities of match organizers, the roles of law enforcement officials, clubs, and operational factors on the field. The lack of synchronization among these elements has led to the mandated legal protection mechanisms under legislation not being implemented effectively.

Thus, the case of Gelora Joko Samudro Stadium serves as a real-life laboratory for assessing the extent to which sports laws have been implemented and for identifying the structural and practical obstacles that still hinder the realization of comprehensive legal protection for football supporters in Indonesia.

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