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Juridical Analysis of Foreign Player Quota Arrangements in BRI Super League Indonesia: The Paradox of Young Player Development

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Abstract

This study aims to analyze the impact of the regulation of quota of 11 foreign players in the BRI Super League Indonesia season 2025-2026 and its impact on the opportunity to play young players. And whether there is a contradiction between the goal of improving the quality of the competition and efforts to develop young players. This normative study uses an official document analysis method which includes Law Number 11 of 2022 concerning Sports, PSSI regulations, and I-League regulations as competition operators, with a focus on the study on the suitability of regulations with practices on the Indonesian football field. The results and conclusions of the study stated that this regulation does not violate the principle of providing playing opportunities for young Indonesian players. This regulation further strengthens their position through strict regulations, tiered competitions, and competitions between early ages that continue to be consistently implemented. This policy supports the sustainable development of national football in preparing for consistent player regeneration at the professional level, as well as improving the quality of the Indonesian League in the international arena.



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INTRODUCTION

Sports is an activity that is often done by a person in filling his free time on the sidelines of his busyness. Exercise is an important need for humans to maintain physical condition to stay healthy at all times. With excellent physical condition, a person can carry out daily activities smoothly. The purpose of the exercise is to improve the health of the body and maintain optimal fitness in carrying out daily activities and ensure sustainable health for the individual (Safitri et al., 2024). In Indonesia itself, one of the most popular sports to date is football. This can be seen from the number of football clubs that have sprung up in various regions of Indonesia and the enthusiasm of the people who see in the stadium live or through the screen when football matches are held is always crowded, and it is a witness that football is the most awaited and loved sport by the Indonesian people, especially when the Indonesian national team plays (Pradiksa & Agus, 2022). Therefore, every development in the world of football is always an interesting topic to follow and discuss further. In an effort to develop football in Indonesia, the All Indonesia Football Association or PSSI as the organization that oversees football in Indonesia and PT Liga Indonesia Baru which is now renamed I-League, this rebranding aims to further strengthen their identity as an operator of the Indonesian League (Yaksa, 2025). As the official operator of football competitions in Indonesia, the I-League and PSSI continue to try to maintain the existence of the football world by improving the quality of the League and participating in various competitions, so that the achievements and names of Indonesian football can be recognized internationally (Try Andika et al., 2025). However, the main obstacle faced is the lack of quality

of human resources, which hinders the National Team and the BRI Super League Indonesia club from achieving great achievements in the international arena. To overcome this, sustainable development of young players is an important alternative solution in producing young players who are not only talented, but also have good character and behavior. The concept of coaching young players in the academy that is sustainable is expected to motivate, increase the spirit of competition, and togetherness between young players (Prawira & Tribinuka, 2016). Therefore, good and sustainable cooperation is needed between all parties involved in the Indonesian football world, ranging from PSSI, I-League, all football clubs, coaches, management, and to all football players in the Indonesian League (Zefania & Supriyono, 2024). Because every element in football plays an important role in the development of football in this country.

In Indonesia, the Football League is a competition that brings together various teams from different regions to compete nationally and compete for the title (Bulqini & Priambodo, 2022). Not only that, football in Indonesia also affects various areas of people's lives, ranging from social, economic, information technology, entertainment, business, and also politics (Zulhidayat, 2018). Since the 2025-2026 season, the Indonesian Liga 1, which is the highest football league in Indonesia, has changed its name to the BRI Super League (BRI SUPER LEAGUE 2025-26, 2025b). As the highest football competition in the country, Super League is the main venue for young and professional players to show their quality in the most prestigious football competition in Indonesia. The elements that make up the Indonesian football league include several levels or

castes in a league system that is arranged in a hierarchical manner. Currently, there are four levels of competition, namely; BRI Super League (formerly Liga 1) as the highest caste followed by the best professional clubs, the second is the Pegadaian Championship (formerly Liga 2) as the second caste, the third PNM Liga Nusantara (formerly Liga 3) as the third caste, then the last is Liga 4 which is the fourth caste managed by PSSI and its branches in the regions. Outside the four levels of competition, there is also an inter-age competition called EPA, a competition that brings together young players from various BRI Super League clubs starting from EPA U-20, EPA U-18, to EPA U-16. Each of these competitions has different standards and levels of difficulty, with a system of promotion and relegation between castes to maintain the dynamics of the competition. All of these leagues are managed by the I-League and PSSI which work side by side to improve the dignity of football in Indonesia (BRI SUPER LEAGUE 2025-26, 2025a). And this is a good step that must be supported by all elements of football in Indonesia.

In an effort to improve the quality of leagues in the Asian region, the Asian Football Confederation (AFC) as the governing body of football in Asia, including its contribution to supervising competitions and membership of football associations in Indonesia, sent an official letter that became the legal basis for PSSI in increasing the number of foreign players in the Indonesian League derived from suggestions or regulations given by the AFC as the governing body of Asian football. The AFC provides recommendations and standards related to foreign player regulations to improve the quality of domestic competitions in its member countries, including Indonesia. So that every clubs can be more

competitive at the Asian level (Rais Adnan, 2025). In the implementation of the new regulations of the Indonesian League, especially the BRI Super League 2025-2026, there is a new policy made, namely the quota of foreign players to 11 foreign players in each team in the BRI Super League, which is listed in Article 12 of the BRI Super League Regulation Number 2. PSSI also sent an official letter to the I-League competition operator to balance the number of foreign players in order to still provide opportunities for Indonesian players, especially young players, with regulations, which ultimately limited the maximum of seven foreign players who could play in one match (Nurikhsani, 2025). With the change in regulations, the increase in foreign players to 11 players in each team in the BRI Super League makes it a serious problem, considering that on the other hand there are young Indonesian talents who still need more flying hours to compete in the highest football league in Indonesia. Although the BRI Super League regulations have required each club to register at least 5 U-23 players in each team listed in Article 12 of the BRI Super League Regulation 205 Number 1b. However, many think that the facts on the field show that there is an imbalance between the number of foreign players who are given the opportunity to play in the BRI Super League and the playing opportunities obtained by young Indonesian players. Therefore, the Indonesian Professional Footballers Association or abbreviated as APPI as the association that oversees Indonesian professional football players is quite regrettable with this latest regulation (APPI, 2025). Although it is felt that this regulation can improve the quality of the league, and increase the spirit of good competition between players, APPI feels that the competition should also be made fairly, starting from quality facilities,

infrastructure and ecosystems, such as countries whose football industries have been running well, because this has the potential to cause stagnation in the development of young Indonesian players in the long term can weaken and reduce the interest and motivation of the younger generation to take part in the world of Indonesian professional football (Kbarek & Endah Nuffida, 2017). In Law Number 11 of 2022 concerning Sports in Article 1 Number 12, it has been clearly stated that the development and coaching of an athlete must be planned, systematic, integrated, tiered, and sustainable through competition in order to achieve achievements (Pohan et al., 2025). Therefore, it is very important to pay attention to the aspect of protection for the development of national human resources, which in this case are young Indonesian players, in accordance with the goals of national sports development, which must always be carried out properly and wisely. The purpose of this study is to analyze whether the policy of 11 foreign players in the BRI Super League 2025-2026 Indonesia violates the principle of playing opportunities for young Indonesian players. In addition, it is also to find out if there is a contradiction between the goal of improving the quality of the competition and efforts to foster young Indonesian players.

METHODS

This research uses a normative legal approach. Essentially, normative legal research analyzes law as a norm or rule applicable in society, which serves as a guideline for individual behavior. According to Soerjono Soekanto and Sri Mamudji, this research was conducted through a literature review or secondary data. This approach tends to focus on prescriptive legal norms (Sukardi &

Nyoman, 2022). The normative approach in this research aims to analyze regulations or policies related to youth player development and regulations regarding foreign players in the BRI Super League Indonesia. Data collection methods were conducted through the study of official documents such as Law Number 11 of 2022 concerning Sports, PSSI regulations, and regulations from the competition operator, the I-League. Data were obtained from primary and secondary legal sources without direct participant involvement, thus no participant sampling procedure was used as in empirical research. The research location focused on documents and studies applicable in Indonesia. In the analysis, a descriptive method will be used to evaluate the suitability of regulations with field practices and provide recommendations. This study considers legal norms and administrative standards as the primary analytical basis for normative research.

RESULT

In an effort to improve the quality of competition in the BRI Super League Indonesia by adopting suggestions from the AFC which is regulated in more detail by PSSI and the competition operator in Indonesia, namely the I-League, as the legal basis for increasing the quota of foreign players to improve national league standards and readiness in Asian competitions, PSSI and I-League have made a new policy that will be implemented in the BRI Super League 2025-2026. Initially, the regulation in the previous year of the 2024-2025 season allowed only 8 foreign players to join one club with certain regional restrictions, then increased and also underwent a renewal by allowing each club in the BRI Super League to register up to 11 foreign players without regional restrictions

(Syachniar, 2025). With the new regulations made, it aims to improve the ranking of the Indonesian League at the international competition level, as well as increase the competitiveness of Indonesian clubs to get the best achievements in Asian competitions such as the Asian Champions League and the AFC Cup.

DISCUSSION

A. The policy of 11 foreign players is reviewed from the principle of providing playing opportunities for young Indonesian players

The foreign player quota policy which sets a maximum of 11 foreign players in each club's squad in the BRI Super League season 2025-2026 is a strategic regulation designed to support two main goals in the development of Indonesian football. First, improving the quality of domestic competitions by involving foreign talents who have high experience and technical ability, which can indirectly raise the standard of play and the spirit of competition in the competition among players. Second, this regulation also strictly maintains playing opportunities for young national players, especially those who are Indonesian citizens, so that they are not marginalized by the presence of foreigners (Atmaja, 2025). The regulation of 11 foreign players in the 2025-2026 BRI Super League embodies John Rawls' principles and theory of justice through two key benefits that align with reflective moral evaluation. In his book, *A Theory of Justice* (1971), John Rawls describes the theory of social justice as a distinct principle and the principle of fair equality of opportunity. He sought to create a framework that truly values individuals as individuals without sacrificing their well-being or rights for the benefit of others, and to provide a concrete method

for defining the most fundamental principles of distributive justice. The result is the concept of "justice as fairness" (Safira & Safala, 2018). This evaluation aims to ensure that this regulation does not only improve the quality of the Indonesian league but also must have a form of reflective morality to maintain fairness in playing opportunities for young Indonesian players. In the official provisions contained in Article 44 Number 6 of the BRI Super League 2025-2026 Regulation, it is explained that although each club is allowed to register up to 11 foreign players, only 9 foreign players can be included in the lineup list (DSP) for each match, and of this number, only 7 foreign players are allowed to be fielded at the same time in one match (Raya, 2025). These restrictions are a form of control that is deliberately implemented to ensure that foreign players do not dominate the squad and playing time, thus providing significant space for young Indonesian players to develop and gain sufficient game experience in official matches. Furthermore, regulations also specifically pay attention to the development of young players through clearly regulated registration requirements and playing opportunities. In Article 44 Number 3, each club is required to register at least 5 players under the age of 23 (U23), who were born in 2003 and above. Not only that, one U-23 player must be given the opportunity to play for at least 45 minutes in each match. This policy guarantees that the young players not only become part of the squad, but also actually get the playing time that is essential for the development of their individual qualities at the level of the main competition. In addition, in Article 12 Number 4, there are regulations related to players from the Elite Pro Academy (EPA) program, which is an age group football league that is a forum for the development of talented

young talents in Indonesia (Pamungkas et al., 2023). These EPA players are given a real opportunity to be promoted and played in the BRI Super League first team, so that the path of coaching young players from an early age to the professional level is stronger and more sustainable.

From the perspective of normative and sports policy, this regulation is the result of an in-depth review process by PSSI and the I-League league operator as the official governing body of competitions in Indonesia. This regulation is built on the principle of a balance between the courage to bring in quality foreign talent, while still prioritizing development and playing opportunities for young national players (Rahmanda, 2025). With that, this regulation not only aims to maintain the competitiveness of the competition, but also as a long-term strategy in fostering Indonesian football human resources and creating consistent player regeneration. Overall, this foreign player quota policy does not violate the principle of playing opportunities for young players with Indonesian nationality, but rather strengthens these opportunities through strict and measurable provisions. This policy ensures that outstanding and quality young players will get enough playing time, which is essential for improving skills and experience in the context of increasingly competitive professional competitions. In the end, this policy is one of the important foundations in an effort to realize the long-term vision of sustainable and competitive national football development in the international arena. Based on John Rawls's theory of justice, efforts to improve the quality of domestic competitions with experienced foreign talent indirectly raise the standard of the game and the spirit of competition, reflecting a seriously considered moral

decision for the overall progress of national football. Then with strict restrictions on playing opportunities for young Indonesian players who are at least 5 U-23 players and each team is also required to play 1 U-23 player for 45 minutes as stated in the BRI Super League Regulation, ensuring that the least advantaged group here is young Indonesian players who are not marginalized and still get the same opportunity to play.

B. The Contradiction Between the Goal of Improving the Quality of Competition and the Development of Young Indonesian Players

From a legal perspective in the aspect of fostering young players, this policy does not conflict with Law Number 11 of 2022 concerning Sports, especially in Article 1 Number 12 which stipulates that the development and coaching of an athlete must be carried out in a planned, systematic, integrated, tiered, and sustainable manner through competitions to achieve achievements. This requires a youth coaching system that not only talks about the quantitative aspect (number of players and minutes played), but also aspects of coaching quality and a good support ecosystem. With the obligation to register and play a minimum of U-23 players in the BRI Super League, then the consistent Elite Pro Academy Super League competition continues to be held, starting from U-16, U-18, to U-20. In addition, since 2024 PSSI will also officially carry out the latest caste competition in Indonesia, namely Liga 4, which is organized by the PSSI Provincial Association in each region which is only allowed to be participated by Indonesian football players (Pssijatim, 2025). Then a consistent Nusantara League competition was held. And also with the Pegadaian Championship, the second caste

competition of the Indonesian League which continues to undergo renewal, each team is allowed to register 3 foreign players, and is required to register a minimum of 5 U-21 players and each team is required to provide 45 minutes of playing minutes for U-21 players who are Indonesian citizens in this competition as stated in Article 12b of the 2025-2026 Pegadaian Championship Regulations. This shows that these regulations legally seek to fulfill the principles of sustainable development and step-by-step coaching. However, there are real challenges in its implementation so that the opportunities to play and the development of young players are not negatively affected by the large quota of foreign players. Conceptually, the policy of registering 11 foreign players, then only 9 are allowed to be on the lineup, and only 7 are allowed to play on the field, this is a solution to face the challenges of modern football that is increasingly competitive at the international level, especially in the Asian region. Indonesian clubs that want to upgrade in international competitions need ammunition of quality foreign players with high competition experience. The presence of many foreign players contributes to increasing the level of matches, improving the national league coefficient, and opening up opportunities for increased Asian competition allocations for Indonesian clubs. This is evident this season Persib Bandung, which as Indonesia's representative in the AFC Champions League 2 competition, managed to become the grub champion and qualified for the last 16, repeating the achievement 10 years ago (Arifin, 2025). This shows that with the change in regulations, these 11 foreign players are starting to show a positive impact on Indonesian clubs in the international arena, with the passage of Persib Bandung to the last 16, the Indonesian league ranking also automatically begins to rise

and further adds to the enthusiasm of other clubs to also compete to give their best achievements not only in the Indonesian league but also in international competitions.

The discussion related to this policy began with the recognition that in the era of globalization and professional sports competition, a quality domestic league absolutely requires the existence of foreign players who can increase competitiveness as well as be a motivator for young Indonesian players. With the existence of these foreign players, they can implement and help the development of Indonesian football with the quality and experience they get while studying football in their country (Zaky et al., 2025). Because most of their home countries have better and more advanced football management. In the context of laws and regulations, this policy has included elements that support the sustainability of young player development through quotas and playing duration. Such a policy is actually in line with the national sports legal framework that prioritizes tiered and sustainable coaching, in accordance with the mandate of Law No. 11/2022. The goal of improving the national team's achievements through competition experience at the club level is also a moral and normative basis for the addition of foreign player quotas. On the other hand, this regulation raises the urgency that all football stakeholders in Indonesia such as PSSI, I-League, clubs, academies, coaches, and player associations, must work together to build a quality coaching ecosystem, especially in the infrastructure aspect, so that young players really get optimal development space (Polanunu & Mahendra, 2021). Without adequate infrastructure and facility support and an effective training strategy, the regulation of foreign quotas and young players will

only become a formality without significant impact. Therefore, normatively, this policy must be accompanied by an in-depth complementary policy on the development of young talents, training, and the growth of the professionalism of young Indonesian players so that there is no stagnation or lag behind by foreign players. The integration of this regulation if associated with John Rawls' theory of justice confirms that serious moral decisions such as the synergy of PSSI, I-League, and all BRI Super League clubs explain the principle of distributive justice, where healthy competition between foreign players and young Indonesian players encourages Asian achievements without sacrificing young talents. This approach validates regulation as a form of practical justice, with periodic evaluations to maintain a balance between competitiveness at the international level without ruling out national human resource development.

CONCLUSION

The regulation on the quota of foreign players in the BRI Super League season 2025-2026 which sets a maximum of 11 foreign players in each club's squad was made to support two main goals in the development of Indonesian football. First, to improve the quality of domestic competitions through the involvement of foreign talents who are experienced and have high technical capabilities. The presence of this class foreign player is expected to raise the standard of the game and spur the spirit of competition between players in the league. This regulation also aims to maintain playing opportunities for young national players, especially those who are Indonesian citizens, so that they are not marginalized by the dominance of foreign players. In the official provisions of Article 44 Number

6 of the BRI Super League 2025-2026 Regulations, it is explained that although each club is allowed to register up to 11 foreign players, only 9 foreign players can be included in the lineup list (DSP) for each match. Of these, a maximum of 7 foreign players can be sent down simultaneously in one match. This restriction is a form of strict control to ensure that foreign players do not dominate the squad and playing time, thus providing significant space for young Indonesian players to develop and gain experience on the field.

There is no contradiction between the goal of improving the quality of the competition and the development of young Indonesian players. In fact, this regulation also pays special attention to the development of young players. In Article 44 Number 3, each club is required to register at least 5 players under 23 years old (U23) born in 2003 and above. In addition, each club must give one U-23 player the opportunity to play a minimum of 45 minutes in each match. This ensures that young players not only become part of the squad, but also get essential playing time to hone their skills in top-tier competitions. In Article 12 Number 4, the regulation also regulates players from the Elite Pro Academy (EPA) program, which is an age group league created to foster talented young talents in Indonesia. These EPA players are given a real opportunity to be promoted and played in the BRI Super League first team. It forms a strong and continuous pathway of young player coaching from an early to professional age.

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