

ABSTRAK

Penelitian ini membahas politik kewarganegaraan dan perlindungan hak kelompok minoritas agama di Kota Surakarta melalui analisis *path dependence* atas kebijakan keagamaan sejak 1998 hingga 2024, dengan fokus pada implementasi Peraturan Daerah Nomor 5 Tahun 2023 tentang Internalisasi Nilai Pancasila. Tujuan penelitian adalah memahami bagaimana kebijakan tersebut berkontribusi terhadap pemenuhan hak-hak kelompok minoritas agama dalam konteks kewarganegaraan inklusif. Penelitian menggunakan metode kualitatif dengan pendekatan studi kasus, pengumpulan data melalui wawancara mendalam dengan pemuka agama, anggota DPRD, pejabat pemerintah daerah, serta aktivis HAM, ditambah studi dokumen dan observasi lapangan. Hasil penelitian menunjukkan adanya kesenjangan antara norma kebijakan dan realitas sosial: meskipun Perda ini menegaskan prinsip inklusivitas dan toleransi, kelompok minoritas seperti Konghucu, Hindu, dan Kristen masih menghadapi hambatan dalam pendirian rumah ibadah, kebebasan berekspresi, dan pengakuan administratif. Analisis teori kewarganegaraan Richard Bellamy dan Rachel Busbridge, dikombinasikan dengan perspektif *path dependence* David Collier, menunjukkan bahwa kebijakan ini masih dipengaruhi oleh warisan historis serta dominasi nilai mayoritas. Kesimpulannya, Perda 2023 merupakan langkah progresif menuju tata kelola keberagaman yang lebih adil, namun memerlukan penguatan mekanisme pengawasan, sosialisasi, dan reformasi institusional agar benar-benar efektif melindungi hak kelompok minoritas di Kota Surakarta.

Kata Kunci: Politik Kewarganegaraan, Minoritas Agama, *Path Dependence*, Pancasila, Kota Surakarta

ABSTRAC

This study examines citizenship politics and the protection of religious minority rights in Surakarta City through a path dependence analysis of religious policies from 1998 to 2024, focusing on the implementation of Local Regulation No. 5/2023 on the Internalization of Pancasila Values. The research aims to understand how this policy contributes to the fulfillment of minority groups' rights within the framework of inclusive citizenship. A qualitative case study approach was employed, collecting data through in-depth interviews with religious leaders, members of the local parliament, government officials, and human rights activists, complemented by document studies and field observations. The findings reveal a gap between policy norms and social reality: although the regulation emphasizes inclusivity and tolerance, minority groups such as Confucianists, Hindus, and Christians still face obstacles in establishing houses of worship, exercising religious freedom, and obtaining full administrative recognition. Drawing on Richard Bellamy's theory of citizenship, Rachel Busbridge's postcolonial perspective, and David Collier's path dependence framework, the analysis shows that the policy remains influenced by historical legacies and the dominance of majority values. The study concludes that while Local Regulation No. 5/2023 represents a progressive step toward more equitable governance of diversity, stronger mechanisms of oversight, socialization, and institutional reform are required to ensure effective protection of minority religious rights in Surakarta City.

Keywords: *Citizenship Politics, Religious Minorities, Path Dependence, Pancasila, Surakarta City*