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# Bridging Policy and Public: Stakeholder Engagement Strategy in Indonesia's Ministry of Finance

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## ABSTRACT

*In the era of information transparency and rising public expectations, governmental institution face challenges not only in disseminating information but also in cultivating lasting stakeholder relationships. The Ministry of Finance of the Republic of Indonesia, as the principal administrator of fiscal policy, must manage fiscal communication in a way that balances efficiency with inclusivity. This study examines the Ministry's communication strategy for engaging both internal and external stakeholders. Employing Stakeholder Engagement theory, a qualitative methodology, and a case study approach, data were gathered via in-depth interviews with six heads of Sub-Division from the Bureau of Communication and Information Services, Ministry of Finance. Research indicates that stakeholder engagement techniques concentrate on four approaches: dialogue, information distribution, message transmission, and broadcasting. Internal elements, including motivation, authority, and organizational dynamics, affect communication efficacy. Stakeholder mapping, communication strategy, and risk management are essential in the external setting. These practices demonstrate how internal organizational capacity and external stakeholder dynamics jointly influence engagement outcomes, including legitimacy, participation, and collaborative value creation. The primary contribution of this study is the development of a conceptual model that explains the mechanisms linking internal organizational factors to external stakeholder engagement. This model offers a comprehensive understanding of how state institutions can transform communication into participatory and accountable governance. It emphasizes the significance of transformative communication in promoting participatory, inclusive, transparent, and responsive governance that aligns with public needs.*

**Keywords:** External communication, internal communication, public participation, stakeholder engagement, strategic communication

## ABSTRAK

Di era transparansi informasi dan meningkatnya ekspektasi publik, lembaga pemerintah menghadapi tantangan tidak hanya dalam menyebarkan informasi tetapi juga dalam membangun hubungan pemangku kepentingan yang berkelanjutan. Kementerian Keuangan Republik Indonesia, sebagai administrator utama kebijakan fiskal, harus mengelola komunikasi fiskal dengan menyeimbangkan efisiensi dan inklusivitas. Penelitian ini mengkaji strategi komunikasi Kementerian dalam melibatkan pemangku kepentingan internal dan

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eksternal. Dengan menggunakan teori Stakeholder Engagement, metodologi kualitatif, dan pendekatan studi kasus, data diperoleh melalui wawancara mendalam dengan enam kepala Sub Bagian dari Biro Komunikasi dan Layanan Informasi Kementerian Keuangan. Hasil penelitian menunjukkan bahwa teknik keterlibatan pemangku kepentingan berpusat pada empat pendekatan: dialog, distribusi informasi, penyampaian pesan, dan penyiaran. Faktor internal termasuk motivasi, otoritas, dan dinamika organisasi yang mempengaruhi efektivitas komunikasi, sedangkan proses eksternal seperti pemetaan pemangku kepentingan, perancangan strategi, dan manajemen risiko menjadi landasan operasional. Praktik-praktik ini menunjukkan bagaimana kapasitas organisasi internal dan dinamika pemangku kepentingan eksternal secara bersama-sama membentuk hasil keterlibatan, seperti legitimasi, partisipasi, dan penciptaan nilai kolaboratif. Kontribusi utama penelitian ini adalah pengembangan model konseptual yang menjelaskan mekanisme yang menghubungkan faktor internal organisasi dengan keterlibatan pemangku kepentingan eksternal. Model ini menawarkan pemahaman komprehensif tentang bagaimana lembaga negara dapat mengubah komunikasi menjadi tata kelola yang partisipatif dan akuntabel. Penelitian ini menekankan pentingnya komunikasi transformatif dalam mendorong tata kelola yang partisipatif, inklusif, transparan, dan responsif sesuai dengan kebutuhan publik.

Kata Kunci: Komunikasi eksternal, komunikasi internal, komunikasi strategis, partisipasi publik, stakeholder engagement

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## INTRODUCTION

Governments worldwide increasingly face demands for transparency, public participation, and accountability, particularly in fiscal policy management. However, much of the existing research has concentrated on external aspects, such as media relations and public facing campaigns. Internal mechanisms that enable or constrain engagement remain underexplored. Internal organizational dynamics, including authority relations, coordination, and institutional capacity affect the effectiveness of stakeholder engagement. This gap is important because the Ministry of Finance of the Republic of Indonesia, as the primary institution responsible for fiscal policy, must not only disseminate policies but also cultivate sustainable and strategic relationships with diverse stakeholders to maintain legitimacy and trust. Stakeholder engagement is widely recognized as a key strategy for addressing communication challenges in the public sector (Bonetti et al., 2023). In this context, stakeholder engagement is a participatory process that fosters mutually beneficial relationships between organizations and stakeholders (Ali & Haapasalo, 2023). Communication serves not only to convey information but also to build trust, legitimacy, and collaboration in achieving shared goals (Mickel, 2024).

The Ministry of Finance has developed various communication strategies to strengthen relations with stakeholders (Anagusti et al., 2024), both internally and externally, with legislative bodies, mass media, academics, and civil society groups (Sidharta et al., 2024).

This involves systematically planned activities such as two-way dialogue, information sharing, and the distribution of messages across digital and traditional media (Kurniawan, 2024). In *The Encyclopedia of Public Relations*, Tench (L.Heath, 2013) emphasizes that engagement requires continuous understanding and dialogue. Two main perspectives dominate stakeholder engagement theory: (1) engagement as dialogue and message exchange (Kim & Kim, 2016; Lane & Kent, 2018) and (2) engagement as collaborative, symmetrical communication rather than one-way approaches (Cho & De Moya, 2016; Lane & Kent, 2018). In light of this theoretical framework, this study investigates how the Ministry of Finance integrates both internal and external dimensions of stakeholder engagement to address the identified gap and contribute to a more comprehensive communication framework for public institutions.

Stakeholder engagement emphasizes ongoing interaction and transparency of information (Kujala et al., 2022; Martínez et al., 2022; Onukwulu et al., 2025). In public institutions, this strategy aims to create dialogue spaces (Ghezal, 2024). It is considered essential because it directly influences institutional legitimacy, public trust, and the willingness of citizens to support and comply with government policies (Fu & Wang, 2024). Moreover, it encourages participation that must be tailored to communicative behaviors and levels of engagement across audiences (Kent & Taylor, 2021; Martel-Morin & Lachapelle, 2022). Stakeholder engagement is not merely a procedural tool but a determinant of whether governance remains hierarchical or becomes participatory and responsive, as shown in diverse contexts (Okunola, 2024; Rodriguez & Prestvik, 2020). These dynamics highlights the continuum of public behaviors and organizational approaches, from passive to active and from one way communication to collaborative engagement. In this study, stakeholder engagement is examined from an organizational perspective, focusing on how the Ministry of Finance applies participatory communication strategies.

With the rapid flow of information and increasing social sensitivity to policy issues, purely informative practices are no longer sufficient. Governments must build participatory and dialogic relationships with stakeholders. The Ministry of Finance, as the authority responsible for fiscal policy, has a direct impact on the economic well-being of citizens. Thus, its ability to engage both internal and external stakeholder is critical. This paradigm shift from mere management to active engagement with stakeholders introduces new obstacles in reconciling the needs of several parties (Aaltonen et al., 2024).

While research has thoroughly investigated stakeholder engagement, the majority of studies concentrate on external factors such as citizens, NGOs, or media neglecting the internal organizational practices that influence the efficacy of engagement. Recent research

on stakeholder engagement as a practice highlights the vital yet often overlooked role of internal actors, including leaders, managers, and staff, in public sector innovation (Knox et al., 2025). This study fills that gap by examining how the Ministry of Finance integrates both external and internal perspectives into its communication strategy.

The urgency of this research is reinforced by the significant impact that public comprehension, acceptance, and endorsement of fiscal policy have on the success of implementation. Therefore, analyzing the Ministry's stakeholder communication strategies contributes both theoretically advancing organizational communication studies and practically, by offering government institutions guidance toward participatory, measurable, and impactful communication.

## RESEARCH METHOD

This study employs a qualitative methodology (Zulaikha et al., 2024), utilizing a case study method (Lavarda & Bellucci, 2022) to thoroughly examine the communication tactics employed by the Ministry of Finance to foster engagement with internal and external stakeholders. This methodology was employed to facilitate an in-depth analysis of the context, significance, and overarching organizational communication processes from an institutional (organization centric) perspective (Rokhmansyah et al., 2025). The Ministry of Finance was selected as a strategically significant case due to its central role as the primary administrator of fiscal policy, where communication practices directly impact legitimacy, public trust, and policy compliance. As the leading institution in managing state finances, the Ministry represents a setting in which the consequences of communication strategies are most visible and consequential, making it suitable for examining how stakeholder engagement is implemented in practice. At the same time, its institutional complexity also provides insights that are transferable to other bureaucratic contexts.

The participants in this study comprised heads of Sub-Division from the Bureau of Communication and Information Services, Ministry of Finance: (1) Head of the State Institutional Relations Subsection (HKN) 1, (2) Head of the State Institutional Relations Subsection (HKN) 2, (3) Head of the State Institutional Relations Subsection (HKN) 3, (4) Head of the Public Education Subsection, (5) Head of the Media Relations Subsection, and (6) Head of the Community Institutional Relations Subsection. The sample is limited to internal mid-level officials, and chosen to capture unit level perspectives on strategy formulation and execution across internal coordination and external outreach. Subsection heads were specifically chosen because they occupy an operational level that combines policy direction



from senior leadership with the practical implementation of communication activities. This makes them uniquely positioned to provide insights into how strategies are translated into practice across organizational units. By contrast, directors or executive staff generally operate at a more strategic and political level, which may limit the depth of information about day-to-day practices and operational challenges.

Data were collected through in-depth semi-structured interview guided by six thematic components: (1) the identity and scope of each informant's role, (2) communication strategies for internal stakeholders, (3) communication strategies for external stakeholders, (4) planning and execution of communication initiatives, (5) the significance of partnerships and stakeholder mapping in policy communication, (6) challenges encountered, and solutions adopted in fostering stakeholder participation. The data were examined utilizing Robert K. Yin's case study methodology (Hudon et al., 2021; Yin, 2018) which encompasses three strategies: (1) pattern matching: by comparing empirical patterns from interviews with theoretical expectations of stakeholder engagement; (2) explanations building, by developing narrative accounts that highlight interconnections among themes; and (3) temporal assessment, focusing on how communication strategies evolved across different policy initiatives, though not in the complete technical sense of time series analysis.

The data analysis was performed deductively and thematically utilizing Atlas.ti software. The coding technique was founded on established theoretical themes, including discourse, information, distribution, and broadcast, with specific categories such as willingness, authority, and institutional concerns. The results were visualized through thematic mapping to illustrate the correlation between communication strategies and stakeholder engagement levels.

## RESULTS AND DISCUSSION

The interview data reveal that officials within the Ministry of Finance perceive stakeholder engagement not as a single activity but as a continuum ranging from basic information dissemination to active collaboration. Informants emphasized the importance of reciprocal communication listening as well as transmitting messages as a way to reduce information gaps and strengthen legitimacy. For example, several subsection heads noted that public education initiatives and participatory forums were developed to capture community aspirations and to ensure that fiscal communication was not limited to one way transmission. These practices demonstrate that engagement strategies within the Ministry extend beyond formal communication channels, encompassing dialogic interactions and intersectoral

collaboration. The findings therefore, highlight how internal actors operationalize engagement in practice, while also resonating with previous studies that describe engagement as consultation, participation, and collaboration in public governance (Knox et al., 2025; Osinakachukwu Ezech et al., 2024).

These practices show a shift from one way communication with theories of symmetrical communication that emphasize accountability and responsiveness. The communication process within the stakeholder engagement strategy employed by the Ministry of Finance to enhance interactions with internal and external stakeholders is dynamic and multifaceted. Empirical findings from the case study reveal that communication strategies are not static, bureaucratic routines, but rather adaptive processes shaped by dialogic interactions between the Ministry and its stakeholders.

These results illustrate a shift from one way to dialogic, participatory communication, consistent with symmetrical communication theories that emphasize accountability and responsiveness (Agrawal et al., 2025; Andreu Perez et al., 2022; Lane & Kent, 2018). Interview evidence also demonstrates that communication strategies evolve from information transfer toward consultative and collaborative forms, emphasizing collaborative message dissemination (Hodson et al., 2023). Communication requires attention to public differentiation, adaptation of strategies according to the traits of internal and external audiences, and the promotion of active engagement in policy development. Research indicates that stakeholder engagement enhances participation, enabling stakeholders to contribute to the decision-making process (Paulsson & Larsson, 2023).

The ministry's adaptive communication strategies are illustrated by (Husaini et al., 2025), who stated that institutional trust is sustained when organizations align communication practices with evolving stakeholder expectations. Internal communication shows how hierarchical coordination can either constrain or facilitate symmetrical dialogue (Saha et al., 2021). In contrast, external communication demonstrates how risk mapping and evaluation practices can enhance legitimacy when linked to participatory forums. The findings thus indicate that stakeholder engagement should not be treated as merely normative or managerial compliance, but as a communicative practice that reflects dialogic principles and the co-construction of legitimacy between the state and its stakeholders (Kent & Taylor, 2021).

The communication strategy in this study is examined through two main aspects: internal and external communication. Internal communication, while still shaped by authority hierarchies, reveals tensions between top-down decision-making and the ideals of symmetrical dialogue. External communication, on the other hand, demonstrates how

stakeholder mapping and perception management can move beyond administrative reporting to function as dialogic spaces that legitimize policy. Together, these aspects reveal both the opportunities and constraints of institutionalizing stakeholder engagement within a bureaucratic setting.

### **Stakeholder Mapping**

The stakeholder mapping process revealed how the Ministry sought to systematize relationships with both political and bureaucratic actors. Rather than functioning as a mere administrative inventory of stakeholders, mapping practices shaped how legitimacy and influence were framed. By categorizing stakeholders according to their authority and policy relevance, the Ministry positioned itself within a network where engagement was not only instrumental but also symbolic. This indicates that mapping is more than data collection. It also represents a strategy of agenda setting and relationship management, striking a balance between open dialogue and bureaucratic control.

The mapping also revealed how audiences were differentiated: Public Education prioritized university students and graduates as future opinion leaders, while Institutional Relations focused on NGOs such as ICW and FITRA, as well as business associations like KADIN. The differentiation was significant in how communication strategies were framed. For example, students were engaged through public education programs to build long-term legitimacy. NGOs and business actors were treated as accountability partners, providing checks and inputs to fiscal policy processes.

Effective stakeholder mapping revealed broader implications for inter-ministerial coordination and narrative control. Rather than a series of isolated events, collaboration with the Presidential Staff Office (KSP), sectoral ministries, and civil society actors was instrumental in maintaining coherence of fiscal narratives and preventing policy fragmentation. The inclusion of business associations and NGOs also illustrates how mapping expands engagement beyond government circles, positioning the Ministry as both a policy authority and a negotiator of competing interests. These findings suggest that mapping functions not only as a technical tool for identifying actors but also as a strategic mechanism to align agendas, reinforce legitimacy, and ensure that fiscal communication remains consistent, credible, and responsive to multiple stakeholders.

### **Internal Communication: Building Coordination and Alignment**

Effective internal communication within the bureaucracy, particularly in the Ministry of Finance, is crucial for maintaining institutional cohesiveness and facilitating the seamless implementation of public policy (Glavaš et al., 2024; Istrate, 2022). The efficacy of internal communication is significantly impacted by three primary factors: willingness, authority, and institutional challenges, as evidenced by the findings from comprehensive interviews. The willingness component suggests that communication patterns inside the Ministry of Finance are influenced not only by functional or procedural tasks but also by individual initiative and a sense of collegiality. Speakers from the State Institutional Relations Subsection HKN 1 to Media Relations emphasized the importance of personal readiness in assuming additional responsibilities, such as providing autonomous solutions, fostering interdepartmental communication, and addressing the needs of leaders and colleagues with empathy and a human-centered perspective. The attributes of honesty and flexibility strengthen internal networks and cultivate a more adaptive and responsive workplace.

The component of authority is evidenced by adherence to the hierarchy of authority, a defining trait of bureaucratic organizational structures. The source clarified that power limits are rigorously upheld to ensure accountability in all communication decisions, particularly those concerning strategic issues or with potential public repercussions. Operational activities, including protocol and secretariat functions, are managed by mid-level officials, whereas decisions regarding cross-ministerial coordination or significant policy execution are undertaken by echelon I officials. This allocation of roles guarantees explicit communication and averts overlapping power.

Institutional challenges persist in hindering the enhancement of internal communications. Inadequate staffing, disproportionate workloads, and coordination challenges among sub-sections hinder efficient communication. The Ministry of Finance has formulated measures, including the creation of holding statements for official communications and the implementation of digital technology, such as stakeholder profiling software, to enhance data-driven communication operations. This method accelerates the dissemination of internal information and improves the organization's responsiveness to developing challenges. These findings suggest that internal communication is not only an inward-facing process but also a determinant of how effectively the Ministry can engage external stakeholders. Willingness and collegiality foster adaptive problem-solving, which strengthens responsiveness to public concerns. Authority structures ensure message consistency and accountability, reducing the risks of misinformation or contradictory statements when addressing external audiences.

Meanwhile, institutional challenges highlight the vulnerabilities of engagement strategies, as staffing shortages or coordination gaps can undermine timely and credible communication with stakeholders. Thus, willingness, authority, and institutional capacity function as interdependent pillars of effective governance. Together, they link internal cohesion with the Ministry's ability to build trust, legitimacy, and collaboration externally.

### **External Communication: Building Relationships and Image**

The Ministry of Finance's external communications seek to be both informational and participatory, fostering collaboration. This method fosters strategic ties, enhances the institution's reputation, and bolsters the legitimacy of fiscal policy in the public perception. The research findings indicate that external communication practices are methodically executed through five interrelated components that together form a dynamic framework. Stakeholder mapping, risk anticipation, planning, and tailored events are not only administrative practices but also shape how legitimacy and influence are constructed. For instance, mapping categorizes stakeholders and determines whether they are engaged as policy partners, accountability actors, or future opinion leaders. Risk management strategies reveal the Ministry's attempt to strike a balance between openness and control, particularly when facing potential criticism from the media or NGOs. Planning processes institutionalize fiscal narratives across different subsections, demonstrating how bureaucratic routines reinforce coherence and stability. Event-based initiatives such as Kemenkeu Mendengar highlight the symbolic function of listening as much as informing, producing psychological proximity that is as important as information accuracy.

The aforementioned features are articulated through Communication Outputs that demonstrate diverse interaction tactics. Communication occurs through four communication outputs: bilateral dialogue, diffusion, broadcast, and direct delivery (inform). This illustrates the evolution of communication from simple information dissemination to continuous cooperation and participation. Dialogue embodies symmetrical, participatory communication, while diffusion and broadcast retain elements of one-to-many messaging but are adjusted to maintain inclusivity and legitimacy. Direct delivery (inform) remains important for clarity and consistency, yet its impact depends on being complemented by dialogic channels. The coexistence of these outputs illustrates how the Ministry negotiates between bureaucratic control and participatory ideals, suggesting that external communication is simultaneously instrumental and symbolic. This balance is central to cultivating legitimacy, sustaining engagement, and positioning the Ministry within broader governance networks.

### **Engagement as a Strategic Impact**

The communication strategy implemented by the Ministry of Finance yields both informed and representative outputs, while strategically shaping the relationship between the organization and its stakeholders. This impact is evident in various modes of involvement, transitioning from unilateral communication to more intimate and participatory collaboration. The Ministry of Finance has established itself as a primary source of reputable and constructive news in the newsmaking world. This ministry has effectively shaped public opinion through close collaboration with media editors, centralized narrative control, and a proactive communications strategy. This achievement not only affects institutional perspective but also strengthens the legitimacy of budgetary policies conveyed to the public.

The support and legitimacy dimension illustrates that public trust in the Ministry of Finance is established through transparent and open communication techniques. A communication strategy that caters to the requirements of stakeholders, including Congress and the media, enhances the legitimacy of implemented policies. This affirms that legitimacy is affected by both the policy and its communication. Third, at the participatory level, the formation of communities such as “Uang Kita” (Our Money) exemplifies the Ministry of Finance’s success in beginning and cultivating active public engagement. This group serves as both a conduit for disseminating knowledge and a strategically in financial literacy programs. Participation is collaborative, involving the public in both listening and actively contributing to the creation of instructional content.

In the context of societal effect, strategic communication directly enhances financial literacy and broadens the state revenue base. Collaborative initiatives with other ministries and organizations, such as tax education for MSMEs, illustrate that good communication may catalyze sustainable social and economic transformation. The alignment of interests demonstrates an organization’s ability to foster successful communication and unify diverse sectoral interests. The Ministry of Finance has effectively reconciled diverse policy positions through diplomatic forums and coordinated cross-ministerial narratives, establishing a framework that promotes national budgetary stability. This illustrates that communication serves as a mechanism of internal diplomacy within governance. Furthermore, the influence of co-creating shared value indicates that the Ministry of Finance utilizes communication not just as a persuasive instrument but also as a mechanism for cultivating shared value. Engaging with stakeholders through transparency and trust fosters a robust and enduring institutional reputation.

The Ministry of Finance has transitioned its stakeholder engagement management from a symbolic or informative approach to a more collaborative, participative, and transformative model. This illustrates that effectively managed public communication can significantly enhance institutional governance and contribute to achieving national development objectives. The Ministry of Finance's stakeholder involvement has transitioned from a symbolic or informational role to one that fosters inclusive governance.

### **Analysis of Stakeholder Engagement Strategy in Indonesia's Ministry of Finance**

The stakeholder engagement strategy formulated by the Ministry of Finance exemplifies a systematic, structured, and collaborative approach, employing the principle of two-way symmetrical communication as articulated by Lane & Kent (2018). The Ministry is producing public communications that are both informative and interactive, thereby fostering internal and external participation. In the Internal Communications area, specifically in the Coordination and Cohesion Between Units, the Ministry of Finance is enhancing internal cohesion through communication mechanisms founded on three core values: willingness to coordinate, authority, and the institutional framework. This communication structure enables cross-sections, such as State Institutional Relations and Media Relations, to perform their respective roles independently while remaining aligned within the framework of the national fiscal communication strategy. Internal communication is conducted not only to distribute information but also to synchronize policy interpretations, facilitate rapid responses to crisis issues, and adapt messages to the target audience. This process reflects the application of strategic communication that is responsive and flexible to organizational and policy changes.

In the External Communication Dimension: Public Penetration and Participation, the Ministry of Finance starts its strategy with stakeholder mapping using web application (SiMantap), then proceeds to segment the communication strategy based on issue urgency, audience profile, and policy sensitivity. Communication utilizes a multi-level approach—from sharing information (inform), broad spreading (disseminate), targeted broadcasts (broadcast), to open conversations (dialogue). Initiatives like the “Kemenkeu Mendengar” and the “Uang Kita” community have been successful in creating two-way interaction spaces that foster feedback between the public and institutions. This also reflects the shift in communication strategy from a top-down model to an inclusive, engagement-based approach.

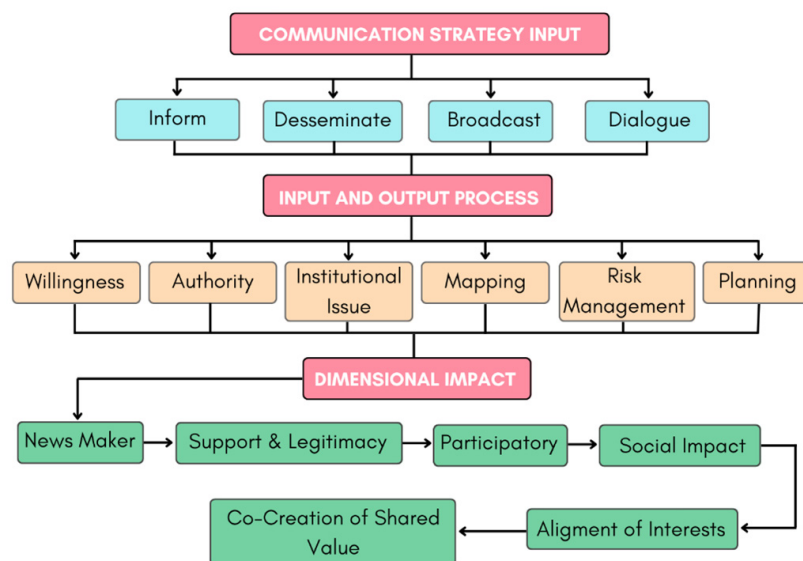
In the Strategic Impact Dimension of Stakeholder Engagement, the implementation of the communication strategy results in six main strategic impacts, namely: 1) News Maker: The Ministry of Finance positions itself as a newsmaker by proactively managing narratives



in the media. Informants explained that “we monitor media coverage daily and prepare press releases so that fiscal issues are framed constructively before they escalate.” This shows how the Ministry acts not merely as a passive subject of news but as an agenda-setter in public discourse. 2) Support & Legitimacy: Transparency in communication fosters legitimacy that extends beyond structural authority. One subsection head noted that “when fiscal data is disclosed openly and consistently, it reduces suspicion and builds trust.” This suggests that legitimacy is co-produced through accountability and responsiveness in communication practices. 3) Participatory: Engagement extends beyond information-sharing to participatory forums that encourage direct public input. An informant highlighted initiatives such as Kemenkeu Mendengar, explaining that “listening forums allow citizens to raise their concerns, and these inputs are often used to refine our outreach strategies.” This reflects how participatory approaches cultivate ownership among stakeholders. 4) Societal Impact External communication generates a broader social impact, particularly in financial literacy and compliance. The Public Education unit reported that “our outreach in non-elite schools gave direct feedback on how young people understand the state budget and their role as taxpayers.” These initiatives demonstrate how fiscal communication extends to grassroots communities and the MSME sector, linking engagement to tangible societal outcomes.

5) Alignment of Interests: Stakeholder engagement also functions as a form of internal diplomacy, aligning diverse policy actors across ministries. As one official explained, “sometimes our task is to reconcile differences between ministries so that the APBN narrative remains coherent.” This highlights the role of communication in mediating bureaucratic coordination and preventing fragmentation. 6) Co-Creation of Shared Value: Engagement fosters long-term collaboration with external stakeholders as partners in fiscal policy. Informants emphasized that “working with universities and business associations allows us to design programs that are not only government-driven but also relevant to society.” This illustrates how engagement transitions from a compliance-based interaction to a collaborative co-creation of value. The Ministry of Finance’s Stakeholder Engagement Strategy is shown in Figure 1 below.





**Figure 1. Stakeholder Engagement Strategy of the Ministry of Finance of the Republic of Indonesia**

The stakeholder engagement strategy implemented by the Ministry of Finance of the Republic of Indonesia outlines three main stages that create a logical flow for a public communication strategy aimed at achieving significant institutional impact, with the following explanation: A) Communication strategy input: The first layer identifies four communicative approaches—informing, disseminating, broadcasting, and dialoguing—which represent a continuum from one-way transmission to two-way participatory interaction. This stage illustrates the Ministry’s attempt to transform communication from mere information delivery into a dialogic process that fosters collaboration and shared understanding.

B) Internal and external processes: The second layer highlights the operational mechanisms that bridge internal readiness and external engagement. Internally, organizational willingness, authority distribution, and issue management shape how messages are coordinated across units. Externally, stakeholder mapping, risk anticipation, and strategic planning ensure that communication aligns with policy contexts and audience expectations. The main novelty of this model lies in the empirical demonstration that, in the context of state bureaucracy, seemingly “trivial” internal mechanisms, such as individual willingness to coordinate and adherence to hierarchical authority are not merely administrative routines, but rather the foundation that determines the success or failure of external political communication strategies. Our model visualizes this causal dependency

by showing how internal readiness conditions the scope for dialogic interaction with the public.

C) Dimensional impact: The third layer conceptualizes the impact dimension, where communication inputs and processes translate into outcomes such as legitimacy, participation, social impact, and the co-creation of shared value. This stage emphasizes that stakeholder engagement is not only about message delivery but also about producing relational and societal outcomes that align institutional goals with public interests. This collaboration, grounded in mutually respectful relationships, forms an ecosystem that links bureaucratic communication strategies with broader political and social contexts. Politically, the model must be tested against the realities of pressure and contestation—for instance, whether rational and structured engagement strategies can withstand partisan framing or sudden shifts in political agendas. In a multicultural society like Indonesia, the model also raises the challenge of adapting “dialogue” or “broadcast” strategies to diverse audiences with varying cultural, linguistic, and socio-economic backgrounds. This highlights both the strength of the model and the necessity of contextual adaptation.

Indicators of strategic impact: (1) Budget Transparency: a) the number and quality of publicly published financial reports, including the State Budget (APBN/APBD), audit reports, and budget realization. b) The level of stakeholder satisfaction with the transparency of financial information, measured through an annual survey. c) The number of actively used budget transparency communication channels, such as websites, social media, and public budget applications.

(2) Public Trust in the Ministry of Finance: a) the public trust index in the Ministry of Finance is measured through independent surveys (e.g., public satisfaction with state financial management). b) The level of public engagement in public education programs, measured by participation in events, seminars, or interactions on social media. c) the number of media publications highlighting the Ministry of Finance as a trusted institution, with predominantly positive sentiment. (3) Good stakeholder relations: a) the number of cross-institutional collaborations, such as MoUs or strategic partnerships with ministries/agencies, the private sector, and civil society. b) Frequency of meetings and discussions with key stakeholders, both formal and informal. c) Level of stakeholder satisfaction with the Ministry of Finance’s institutional relationships, measured through surveys of partners and other institutions.

(4) Effectiveness of institutional value communication: a) the number of key messages conveyed through various communication channels, such as mass media, social media, and internal publications. b) The level of public and stakeholder understanding of the Ministry of Finance's values, such as transparency and accountability, is measured through surveys. c) Message amplification ratio. (5) External assessment of Ministry of Finance performance: a) national or international rankings and awards related to state financial management. b) Reduction in the number of complaints or dissatisfaction with transparency and financial management, measured through public complaint reports.

## CONCLUSION

The findings reveal six dimensions of stakeholder engagement in the Ministry of Finance's agenda setting, including public communication, legitimacy building, participatory initiatives (e.g., Uang Kita), intersectoral social impact, cross institutional alignment, and co-creation of shared value. Collectively, these impacts reflect a shift toward dialogic and participatory communication models. They align with symmetrical communication theories that emphasize accountability and responsiveness. This integration addresses a gap in existing literature, which often isolates external participation from the organizational foundations. Practically, the model provides guidance for public institutions in striking a balance between hierarchical authority and dialogic ideals, thereby reinforcing legitimacy while fostering participatory spaces and shared value.

Despite these contributions, the study has limitations. The data were derived solely from internal informants, without external triangulation, which constrains the diversity of perspectives captured. Future research should incorporate external stakeholder voices, employ comparative case studies across ministries, and use secondary data to test the robustness of the model. Applying the framework in various governance contexts, particularly within Indonesia's multicultural society, would further refine its applicability and assess how engagement strategies adapt under conditions of political contestation and social diversity.

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