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BNN One Stop Service (BOSS): Transformational Leadership and Change Management Lessons

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Abstract: *This qualitative case study investigates the role of change management and transformational leadership in implementing the BNN One Stop Service (BOSS), an e-government initiative by Indonesia's National Narcotics Agency. Drawing on the STOPE framework, the study analyzes data from interviews, document reviews, and observations at BNN's work units in Bali Province. The findings reveal that successful BOSS implementation requires both strategic leadership direction and comprehensive change management approaches. Key success factors include clear regulations, robust SOPs, effective communication channels, and targeted training programs. While leadership actively monitors implementation progress, collaboration with external stakeholders proves crucial for expanding service reach. However, varying e-readiness levels across work units pose implementation challenges. The study yields significant implications across multiple domains. At the policy level, it suggests developing differentiated implementation frameworks based on organizational readiness. For practitioners, it emphasizes establishing comprehensive change protocols before digital transformation initiatives. Theoretically, it extends the STOPE framework by demonstrating the critical intersection between transformational leadership and change management in e-government implementation. For public sector organizations, the findings indicate that successful digital transformation requires not only technological infrastructure but also leadership commitment, systematic change processes, and sustained stakeholder engagement. These insights particularly benefit developing nations pursuing similar public service digital initiatives.*

Keywords: *e-government; change management; transformational leadership.*

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Introduction

The increasing adoption of e-government worldwide reflects a global trend towards digital transformation in the public sector. This shift is driven by the potential of information and communication technology (ICT) to enhance the efficiency, transparency, and accessibility of government services (Qalati et al., 2022; Twizeyimana & Andersson, 2019). In Indonesia, the government has demonstrated a strong commitment to e-government through the launch of the Electronic-Based Government System (SPBE) initiative, aimed at accelerating digital governance and improving bureaucratic efficiency (Presidential Regulation No. 95/2018). The SPBE index serves as a key indicator of e-government progress, and while Indonesia has made strides in this area, challenges remain in its effective implementation across various agencies, particularly in navigating the complexities of organizational change and leadership during digital transformation.

Some research has aimed to identify the critical elements that shape the implementation and efficacy of electronic government services. For instance, Sukmasetya et al. (2018) utilized a meta-ethnographic method to uncover eight primary domains of adoption factors, encompassing technological infrastructure, organizational structure, citizen benefits, government backing, and cultural influences. In a more recent study, Anggriawan (2023) scrutinized the government's performance management system, highlighting the importance of leadership dedication, internal policies, organizational stability, work culture, and human resources in maintaining successful e-government endeavors. Moreover, research by Fikri et al. (2023) and Sabani (2021) reveals barriers, such as limited technological access and knowledge gaps, especially among citizens utilizing social assistance platforms such as SIKS-NG. These studies emphasize the importance of factors such as transparency, trust, performance expectancy, and facilitating conditions in fostering public acceptance and usage of e-government services. These challenges include resistance to change within bureaucratic structures, the need for sustained leadership commitment to drive digital transformation, and the persistent digital divide characterized by disparities in access to technology and digital literacy (Pauletto, 2021; Rachmawati & Dwi Fitriyanti, 2021; Uwizeyimana, 2022).

The National Narcotics Agency of Indonesia (BNN) has introduced an innovative e-government service called the BNN One Stop Service (BOSS) to improve service delivery in the field of drug prevention and control. However, the successful implementation of such e-government initiatives like BOSS is not without its challenges. The adoption of BOSS services in all BNN work units across the region commenced in early 2024. Prior to this, each BNN work unit in each region had its own SPBE service innovations. The migration of services to the BOSS platform necessitated adjustments for service officers, IT teams, and other relevant parties. In the transition process, several obstacles have emerged, such as changes in service flow, modifications to standard operating procedures (SOPs) and service standards, and confusion among operators/administrators and service implementers regarding the new BOSS system and interface. Consequently, it is crucial to evaluate change management and leadership, which are crucial to navigate these complexities.

Effective change management and leadership are crucial to navigating these complexities (Barreiro-Gen et al., 2023; Kanitz & Gonzalez, 2021). Change management provides a structured approach to guide organizations through transitions, ensuring that employees are prepared and supported throughout the process (Errida & Lotfi, 2021; Misra et al., 2017). Transformational leadership, with its emphasis on inspiring and motivating employees towards a shared vision, has been identified as a particularly effective leadership style in driving organizational change (Graamans et al., 2021; Nguyen et al., 2023). Transformational leaders can create a positive and supportive environment that encourages employees to embrace new technologies and adapt to evolving work practices (Errida & Lotfi, 2021; Naslund & Norrman, 2019; Oettl et al., 2018). In the context of e-government implementation, leadership plays a pivotal role not only in strategizing and influencing employee behavior but also in leading by example in the pursuit of change (Bögel et al., 2019; Choi et al., 2016; Odagiri et al., 2020).

To ensure a comprehensive assessment of e-readiness, this study will employ a modified STOPE (Strategy, Technology, Organization, People, and Environment) framework. This framework has been widely used to assess e-readiness in various contexts, including e-government, e-business, and information security management (Alghamdi et al., 2019; Choi et al., 2016; Yulia Retnani et al., 2019). The STOPE framework's comprehensiveness, modularity, and flexibility make it a valuable tool for understanding the multifaceted nature of e-readiness and its impact on the successful implementation of e-government initiatives (Alghamdi et al., 2019; Nugroho & Purbokusumo, 2020). In the context of BNN BOSS, the STOPE framework will be modified to include a detailed examination of the budget domain, encompassing ICT procurement, maintenance, and research and development budgets, recognizing the critical role of financial resources in e-government implementation (Chung et al., 2022; Moser-Plautz & Schmidthuber, 2023; Scholta et al., 2019).

This study aims to investigate the role of change management and transformational leadership in the implementation of the BNN One Stop Service (BOSS) through related STOPE Framework domains. By examining the strategies employed to manage the transition to BOSS and the leadership approaches that fostered its adoption, this research seeks to identify critical factors and lessons learned that can be applied to other e-government initiatives in Indonesia and beyond.

The findings of this research will contribute to the growing body of knowledge on e-government implementation, offering valuable insights for policymakers and practitioners seeking to enhance the effectiveness of digital services. By understanding the interplay between change management, transformational leadership, and e-readiness in the context of the BNN BOSS, this study aims to provide actionable recommendations for improving the design, implementation, and adoption of e-government services, ultimately leading to more efficient and effective public service delivery in Indonesia.

Method

This qualitative case study focused on the BNN Work Unit in Bali Province, Indonesia, due to its high drug threat awareness, public trust, and commendable performance in drug prevention and

eradication efforts. The unit's recent implementation of the BNN One Stop Service (BOSS) presented a unique opportunity to examine e-readiness in a real-world setting. The selected case study is appropriate for gaining a profound understanding of complex phenomena in a specific context, specifically, analyzing the influence of change management and transformational leadership on the implementation of BNN One Stop Service (BOSS) in the BNN work units in the province of Bali.

A case study approach was selected for its effectiveness in providing an in-depth understanding of complex phenomena within a specific context. This design allowed the exploration of real-world challenges and opportunities encountered during the implementation of the BOSS system. The study's primary focus was on the interactions between leadership, organizational change, and e-readiness.

The data collection process took place from April 1 to April 30, 2024, and included three primary methods:

1. Interviews:
   Semi-structured interviews were conducted with 13 key informants, including supervisory leaders, service staff, and BOSS service operators.
   Each interview lasted 45–60 minutes and was conducted in person at respective BNN offices. Questions were designed to explore the informants' perspectives on leadership strategies, organizational readiness, and the implementation of BOSS.
2. Document Analysis:
   Relevant documents, including planning reports, service guidelines, and regulatory frameworks, were analyzed to identify supporting structures and challenges in the adoption of BOSS.
3. Direct Observations:
   Observations during site visits focused on service flows, interactions among stakeholders, and the functionality of the BOSS platform in daily operations.

The modified STOPE framework guided the analysis, with the following domains operationalized as follows in table 1:

Table 1.
Framework Guidelines

Domain	Subdomain	Key Features
Strategy	ICT Leadership	-Vision of Leader -Government support -Commitment -ICT Managers / Responsibilities
	ICT Future Development	-Technology (ICT) Plan -Organization ICT Plan -ICT Human Resources Plan -Related Non-ICT Plans
Organization	Change Management	-The adaptability of the organization to changes in ICT Services -The level of quality of public service provided

		-Staff Readiness -Human Resources Support
	Regulations	-Availability of e-government regulations and Minimum Service Standards -Standard Operating Procedures -Collaboration policy

Source: Author (2025)

The data analysis was conducted using NVivo 12 Plus software to ensure a comprehensive and systematic examination. The analysis was structured into three coding phases:

1. Open Coding: Initial themes and concepts were identified, emphasizing the domains of the STOPE framework.
2. Axial Coding: Relationships among identified themes were explored to understand their interdependencies.
3. Selective Coding: A central narrative was developed to integrate the findings, focusing on Change Management and Transformational Leadership.

Meanwhile, the interplay between Transformational Leadership and Change Management within the STOPE framework will be analyzed and visualized by Jaccard's coefficients from NVivo.

The study's reliance on a single case design limits its generalizability. Future research could extend the analysis to other regions or use comparative methods to assess variations across contexts. Nevertheless, the findings provide valuable insights into the dynamics of leadership and organizational change in e-government initiatives.

Result and Discussion

Strategy Domain

Figure 1 illustrates the interviews had revealed a mixed picture of the implementation of the BNN One Stop Service (BOSS). While leadership generally provided direction and support, there were instances of top-down decision-making and a lack of staff input. Monitoring and evaluation varied, with some leaders actively involved while others were less engaged. Work unit planning for ICT infrastructure was underway, but budget constraints and technical issues posed challenges. Collaboration with external parties was limited in some cases. Regulations were in place, but standard operational procedures (SOPs) and service standards were not consistently available across all work units. Overall, the interviews suggest a need for more inclusive leadership, improved communication, and standardized procedures to ensure the successful implementation of BOSS.

Leadership Direction and Initiative

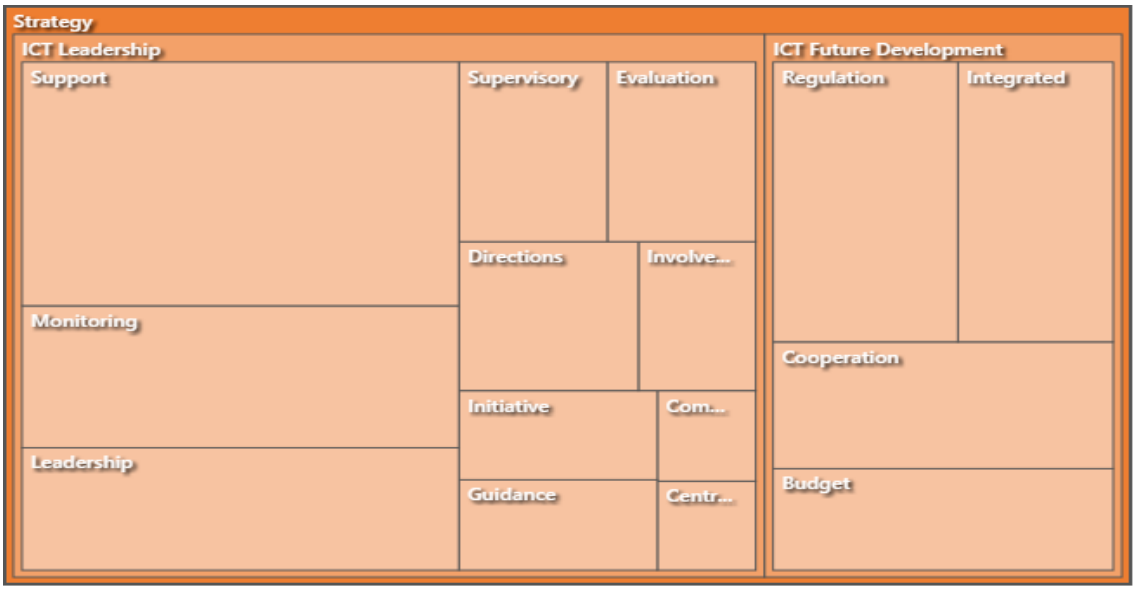
Leaders provided brief, concise, and clear directions. Some directions were limited to application usage in specific activities like Drug Examination Result Certificate (SKHPN). Leaders emphasized following central directives and prioritizing public service. They also encouraged the utilization of BOSS to achieve integrated services. Generally, leaders instructed staff to follow the Standard Operating Procedures (SOPs) issued by BNN RI. However, some leaders were perceived as lacking initiative and being unreceptive to subordinate

suggestions, tending towards authoritarian decision-making without prior analysis.

Monitoring and Evaluation

Leaders actively participated in the electronic signature process for SKHPN creation and provided guidance and monitoring for BOSS services. They conducted monitoring and supervision, requiring daily reports on SKHPN services and any issues encountered. Leadership support included monitoring BOSS usage by the public and meticulously checking and approving digital services. They also provided guidance and reminders for centralized services on BOSS and followed up on BOSS-related services.

Figure 1.
Hierarchy Chart of Strategy Domain



Source: result from NVivo 12+

Work Unit Planning

Work unit plans for fulfilling ICT infrastructure to support BOSS services were facilitated while adhering to budget regulations. ICT procurement support was not available in 2024, unlike previous years, depending on the budget implementation list (DIPA). While ICT devices were adequate, office space was not. BOSS services were fully integrated at the Public Service Mall (MPP), including infrastructure and ICT support. Existing facilities were maximized. Plans included needs analysis, strategic planning, budget allocation, and data source identification. Staff initiated preparations by providing data processing devices like mobile phones and tablets for BOSS services.

ICT Cooperation

Collaboration with the One-Stop Investment and Integrated Service Office (DPMPTSP) enabled BOSS access at the MPP. From the research data, it was found that several work units did not have any future ICT collaboration plan. At the work unit level, leadership increased cooperation with regency government, such as MPP, by integrating the BOSS application, which has been operational

since March 1, 2024. Meanwhile, most of the work units having plans were in place for a Memorandum of Understanding (MoU) with stakeholders to maximize BOSS services either to maximize the usage of BOSS service or to enrich the feature of BOSS service, such as online payment.

Regulations

Regulations existed in the form of PERKA BNN No. 3 of 2023 on the BNN ICT Grand Design 2021-2025 and circular letters from BNN RI but not at the work unit level. There were circular letters from BNN RI and the deputy for rehabilitation. Regulation implementation followed SOPs for each BOSS activity; nevertheless, the SOPs that were used were made before BOSS was implemented. Currently, there were no derived regulations in work units that were in line with the new e-government service.

A clear and directed strategy from the leadership is critical in the implementation of e-government (Bunjak et al., 2022; Choi et al., 2016; Marcel et al., 2024). Leadership direction and initiative are key factors in the successful implementation of BOSS services (Adhika et al., 2023; Errida & Lotfi, 2021). Leadership support in the form of monitoring, evaluation, and provision of resources also plays an important role (Ferretti et al., 2024; Pérez-Morote et al., 2020; Schiuma et al., 2024). The existence of clear regulations can help smooth implementation. However, resistance to change and lack of initiative from leaders can be an obstacle (Errida & Lotfi, 2021; Oettl et al., 2018; Turner et al., 2022).

Organization Domain

Interviews reveal varied organizational readiness and implementation of the BNN One Stop Service (BOSS) across units as visualized in figure 2. Despite a regulatory framework through BNN RI circular letters, the absence of specific Standard Operating Procedures (SOPs) and service standards in some units underscores the need for detailed guidelines for consistent implementation. Collaboration with external parties like DPMPTSP and MPP has expanded service access, though not all units have utilized these partnerships, indicating areas for growth. Change management processes also differ, with some units showing flexibility and adaptability, while others face challenges due to technical difficulties, resource constraints, or resistance to change. Training and socialization efforts have aided BOSS adoption but could be further enhanced in effectiveness and reach.

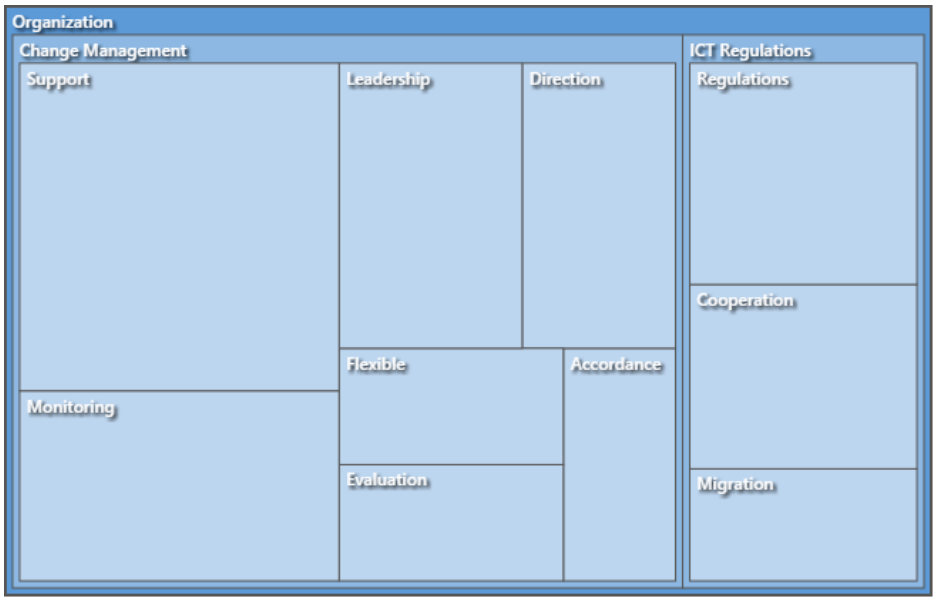
The interviews reveal that ICT government regulations play a crucial role in guiding the implementation of BOSS. Most interviewees mentioned the existence of regulations, primarily in the form of circular letters from BNN RI, which provide a framework for the implementation process. However, some work units lack specific SOPs or service standards for BOSS, indicating a need for more detailed guidelines. Detailed and specific SOPs can directly support the successful implementation of e-government (Hossin et al., 2023; Nam et al., 2022).

Regarding ICT cooperation, the interviews suggest that collaboration with external parties, such as the DPMPTSP and MPP (Integrated Licensing Service Agency), has been instrumental in expanding the reach and accessibility of BOSS services. However, not all work units have engaged in such collaborations, highlighting potential opportunities for further partnerships.

In terms of ICT change management, the interviews indicate varying degrees of flexibility and adaptability within BNN work units. Some units have successfully transitioned to BOSS, while others face challenges due to technical difficulties, lack of resources, or resistance to change. The interviews also reveal the importance of training and socialization in facilitating the adoption of new technologies and processes.

Clear regulations and collaboration are essential, but effective change management is crucial (Graamans et al., 2021; Naslund & Norrman, 2019). Regulations and SOPs guide e-government implementation (Adjei-Bamfo et al., 2020; Baeuo et al., 2016), while collaboration expands service reach (Ojha & Pandey, 2017). However, some units lack adequate SOPs. Flexibility, adaptability, leadership support, and training are key for successful change management (Angeleski et al., 2014; Choi et al., 2016; Moser-Plautz & Schmidthuber, 2023; Naslund & Norrman, 2019).

Figure 2.
Hierarchy Chart of Organization Domain



Source: result from NVivo 12+

Interconnection of Transformational Leadership with Change Management

Transformational leaders played a pivotal role in setting a clear vision and direction for BOSS, emphasizing its importance in improving service delivery and achieving organizational objectives. They provided motivation and support to employees, addressing concerns and ensuring the availability of resources for successful implementation (Adhika et al., 2023; Akbari et al., 2022; Naslund & Norrman, 2019). Their active involvement in the process, providing guidance and monitoring progress, signaled commitment and encouraged employee ownership.

Change management was facilitated by the presence of a regulatory framework and SOPs, although the lack of specific SOPs in some areas highlighted the need for more detailed guidelines.

Collaboration and communication with external parties expanded the reach of BOSS services, while effective communication internally was crucial for addressing challenges (Schiuma et al., 2024). Training and development programs equipped employees with the necessary skills and addressed resistance to change (Errida & Lotfi, 2021).

The interviews highlight a strong interconnection between transformational leadership and change management. Transformational leaders initiated and drove the change process by setting a clear vision, motivating employees, and providing support. They also facilitated change management by ensuring regulations and SOPs were in place, fostering collaboration, and investing in training programs. This integrated approach created a positive environment that encouraged employees to embrace BOSS and adapt to the changes it brought.

The interviews indicate a symbiotic relationship between transformational leadership and change management in implementing BOSS. This is substantiated by Jaccard's coefficients from NVivo data, showing a high co-occurrence between these themes, as detailed in table 2. This finding is consistent with previous research highlighting the critical role of leadership in facilitating organizational change and technology adoption (Akbari et al., 2022; Choi et al., 2016; Oettl et al., 2018).

The implementation of BOSS showcases a mixed bag of positive and negative aspects when it comes to the interplay between transformational leadership and change management. On the positive side, leaders generally provide clear direction and support, communicating the vision and goals of BOSS while offering both moral and practical support to employees. This fosters a shared understanding and helps mitigate resistance to change. Leaders also actively participate in the implementation process, demonstrating commitment and encouraging employee ownership. Furthermore, the presence of a regulatory framework and SOPs provides a structured framework for implementation, ensuring consistency and clarity in processes. Collaboration with external parties like DPMPTSP and MPP has also been instrumental in expanding the reach and accessibility of BOSS services.

However, there are areas that need improvement. Some instances of top-down decision-making and limited staff input were reported, indicating a need for more inclusive leadership approaches that encourage employee participation and feedback. Inconsistent monitoring and evaluation by some leaders could hinder the identification and resolution of issues. Additionally, the lack of specific SOPs in some work units creates ambiguity and inconsistency in service delivery. Finally, limited collaboration in certain work units means missed opportunities to enhance service delivery and reach.

Overall, while positive aspects of transformational leadership like clear direction, support, and active involvement are evident, there's room for improvement in fostering a more inclusive and participatory approach to change management. Addressing the negative aspects could further enhance the effectiveness of BOSS implementation and promote a more positive perception of the interplay between leadership and change management.

Table 2.
Interconnection of Transformational Leadership with Change Management

Code A	Code B	Jaccard's coefficient
Nodes\\Strategy\ICT Leadership	Nodes\\Organization\Change Management	0,285714
Nodes\\Organization\Change Management	Nodes\\Organization\Change Management\Accordance	0,142857
Nodes\\Organization\Change Management\Direction	Nodes\\Organization\Change Management	0,142857

Source: result from NVivo 12+

The findings of this study highlight the critical role of both change management and transformational leadership in the successful implementation of e-government initiatives, particularly in the context of the BNN One Stop Service (BOSS). The strategic direction provided by leaders, coupled with their active involvement and monitoring, significantly influenced the adoption and utilization of BOSS. This aligns with existing research that emphasizes the importance of leadership in driving digital transformation in the public sector (Marcel et al., 2024; McCarthy et al., 2024; Müller et al., 2024; Odagiri et al., 2020; Oettl et al., 2018; Schiuma et al., 2024).

However, the study also reveals that leadership alone is not sufficient. A comprehensive change management approach, encompassing clear regulations, robust SOPs, effective communication, and targeted training programs, is essential for mitigating resistance to change and ensuring a smooth transition to new systems. This finding supports the literature on change management, which emphasizes the need for a structured approach to guide organizations through transitions (Baeuo et al., 2016; Errida & Lotfi, 2021; Misra et al., 2017; Saif et al., 2024).

The study's findings also shed light on the importance of collaboration with external parties in expanding the reach and accessibility of e-government services. This aligns with the concept of "network governance," which emphasizes the need for collaboration and coordination among various stakeholders in the implementation of public policies (Bunjak et al., 2022; Choi et al., 2016; Ojha & Pandey, 2017; Qalati et al., 2022; Waheduzzaman & Miah, 2015).

An unexpected finding was the varying e-readiness across different BNN work units. While some units demonstrated a high degree of adaptability and readiness for change, others faced challenges due to technical issues, resource constraints, or resistance from employees. This suggests that e-readiness is not a uniform concept but rather a multi-faceted construct that can vary significantly across different organizational contexts. This finding highlights the need for tailored change management strategies that take into account the specific needs and challenges of each work unit.

Overall, the findings of this study underscore the complex interplay between change management, transformational leadership, and e-readiness in the implementation of e-government initiatives. The study suggests that a successful implementation requires not only a clear strategic vision and strong leadership but also a comprehensive

change management approach that addresses the technological, organizational, and human dimensions of change.

This study contributes to understanding change management and transformational leadership in e-government, highlighting the need for a comprehensive approach. Successful initiatives require not only a clear vision and strong leadership but also a well-structured process addressing technological, organizational, and human aspects of change. The study also demonstrates the importance of financial resources, enhancing the STOPE framework for assessing e-readiness, particularly in developing countries. Overall, this study emphasizes the need for understanding the interplay between leadership, change management, and organizational readiness in digital transformation.

The findings of this study offer several actionable recommendations for policymakers and practitioners involved in e-government initiatives:

1. Invest in Leadership Development: Organizations should prioritize developing transformational leadership skills among their managers and supervisors. This can be achieved through targeted training programs, mentoring, and coaching, focusing on enhancing leaders' ability to articulate a compelling vision, motivate employees, and foster a culture of innovation and adaptability (Errida & Lotfi, 2021; Naslund & Norrman, 2019; Saif et al., 2024; Schiuma et al., 2024).
2. Adopt a Comprehensive Change Management Approach: E-government implementation should be approached as a holistic change process, not merely a technological upgrade. This involves developing a clear and detailed plan that addresses all aspects of the change, including communication, training, and employee engagement. Regular monitoring and evaluation should be integrated into the process to identify and address any challenges or resistance to change promptly (Adhika et al., 2023; Errida & Lotfi, 2021; Ferretti et al., 2024; Naslund & Norrman, 2019; Oettl et al., 2018; Schiuma et al., 2024).
3. Secure Adequate Budgetary Resources: Sufficient financial resources should be allocated for ICT procurement, maintenance, and research and development to ensure the sustainability of e-government initiatives. This includes not only the initial investment in technology but also ongoing funding for upgrades, maintenance, and training to keep the system up-to-date and relevant (Broome, 2015; Chung et al., 2022; Elsafty & Yehia, 2023; Hossin et al., 2023; Mensah, 2019; Moser-Plautz & Schmidthuber, 2023; Nam et al., 2022; Turner et al., 2022).
4. Foster Collaboration and Communication: Collaboration between different work units and external stakeholders is crucial for the successful implementation of EBS. Open communication channels should be established to facilitate the sharing of information, best practices, and lessons learned. This can help to build trust, reduce resistance, and ensure that everyone is working towards a common goal (Bunjak et al., 2022; Ojha & Pandey, 2017;

Vale et al., 2021; Waheduzzaman & Miah, 2015).

5. Develop Context-Specific Strategies: E-readiness and change management strategies should be tailored to the specific needs and challenges of each organization and its context. This may involve addressing cultural barriers, providing targeted training, or adapting technological solutions to local needs. A one-size-fits-all approach is unlikely to be effective, and organizations should be prepared to adapt their strategies as needed based on feedback and evaluation (Choi et al., 2016; Graamans et al., 2021; Nguyen et al., 2023).

By adopting these recommendations, policymakers and practitioners can enhance the effectiveness of e-government initiatives and ensure their long-term sustainability, ultimately leading to improved public service delivery and greater citizen satisfaction.

This study is limited by its single case study design, which may limit the generalizability of the findings to other contexts. Future research could expand on this study by examining the impact of change management and leadership on EBS implementation in other government agencies or sectors. Additionally, longitudinal studies could be conducted to assess the long-term sustainability of such initiatives. Finally, future research could explore the role of other factors, such as organizational culture and employee motivation, in the successful implementation of e-government initiatives.

Conclusion

In conclusion, this study underscores the pivotal role of change management and transformational leadership in the successful implementation of e-government initiatives, as exemplified by the BNN One Stop Service (BOSS). The strategic vision and active involvement of leaders, coupled with a comprehensive change management approach encompassing clear regulations, robust SOPs, effective communication, and targeted training, are crucial for mitigating resistance and ensuring a smooth transition to new systems. Collaboration with external parties further enhances the reach and accessibility of such services. However, the varying levels of e-readiness across different work units highlight the need for tailored strategies that address specific contextual challenges. By integrating these findings, policymakers and practitioners can enhance the effectiveness and sustainability of e-government initiatives, ultimately leading to improved public service delivery and greater citizen satisfaction. Future research should explore the long-term impact of these factors and investigate the role of organizational culture and employee motivation in e-government implementation across diverse contexts.

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