

ABSTRACT

Intra-ministerial lateral mobility is increasingly viewed as an instrument for strengthening bureaucratic capacity by expanding cross-functional experience, fostering organizational learning, and enhancing policy coordination within a whole-of-government framework. However, because personnel placement decisions often occur within the sphere of organizational discretion, such mobility may also deviate from the principles of the merit system through unequal access to opportunities, limited transparency in selection processes, and weak accountability mechanisms in personnel decision-making.

This study aims to map the development of the international literature on lateral mobility of civil servants across agencies and to synthesize the main research themes and factors influencing its implementation within a merit-based civil service system. The study employs a Systematic Literature Review (SLR) approach guided by PRISMA 2020, analyzing 37 scholarly articles published between 2000 and 2026.

The findings indicate that lateral mobility in the public administration literature is generally understood as an instrument for bureaucratic career development, the distribution of competencies within the bureaucracy, and a mechanism for enhancing cross-organizational policy coordination. Its implementation is influenced by several factors, including the quality of merit system institutions, the dynamics of politics–bureaucracy relations, human resource management practices, and institutional capacity in managing public sector talent. The findings further suggest that merit-consistent mobility is typically supported by transparent access to mobility opportunities, clear selection criteria, mechanisms for reviewing personnel decisions, documented placement processes, institutional oversight, and the support of digital talent management information systems.

Based on these findings, this study proposes a conceptual framework of merit-consistent lateral mobility governance, positioning lateral mobility as an integral component of public sector talent management within a merit-based civil service system

Keywords: lateral mobility of civil servants; merit system; bureaucratic professionalization; politicization of bureaucracy; public sector talent management; Systematic Literature Review; PRISMA 2020.

ABSTRAK

Mobilitas lateral pegawai lintas instansi (*intra-ministerial lateral mobility*) semakin dipandang sebagai instrumen penguatan kapasitas birokrasi melalui perluasan pengalaman lintas fungsi, pembelajaran organisasi, serta peningkatan koordinasi kebijakan dalam kerangka *whole-of-government*. Namun demikian, karena keputusan penempatan pegawai sering berada dalam ruang diskresi organisasi, mobilitas pegawai juga berpotensi menyimpang dari prinsip sistem merit melalui akses peluang yang tidak setara, proses seleksi yang kurang transparan, serta lemahnya mekanisme akuntabilitas keputusan kepegawaian.

Penelitian ini bertujuan memetakan perkembangan literatur internasional mengenai mobilitas lateral pegawai lintas instansi serta mensintesis tema-tema penelitian dan faktor-faktor yang mempengaruhi implementasinya dalam kerangka sistem merit. Penelitian menggunakan pendekatan *Systematic Literature Review* (SLR) dengan pedoman PRISMA 2020 terhadap 37 artikel ilmiah yang dipublikasikan pada periode 2000–2026.

Hasil penelitian menunjukkan bahwa mobilitas lateral pegawai dalam literatur administrasi publik umumnya dipahami sebagai instrumen pengembangan karier birokrat, distribusi kompetensi dalam birokrasi, serta mekanisme koordinasi kebijakan lintas organisasi. Implementasinya dipengaruhi oleh kualitas sistem merit, dinamika hubungan politik dan birokrasi, praktik manajemen sumber daya manusia, serta kapasitas institusional dalam mengelola talenta pegawai. Temuan penelitian juga menunjukkan bahwa mobilitas yang konsisten dengan prinsip merit umumnya didukung oleh keterbukaan informasi peluang, kriteria seleksi yang jelas, mekanisme peninjauan keputusan, dokumentasi proses penempatan, pengawasan kelembagaan, serta dukungan sistem informasi manajemen talenta.

Penelitian ini mengusulkan kerangka *Conceptual Model of Lateral Mobility in Merit-Based Civil Service Systems* yang menempatkan mobilitas pegawai sebagai bagian dari strategi manajemen talenta sektor publik dalam sistem merit.

Kata kunci: mobilitas lateral pegawai; sistem merit; profesionalisasi birokrasi; politisasi birokrasi; manajemen talenta sektor publik; *Systematic Literature Review*; PRISMA 2020.