

Interoperability in Action: How Regulatory and Cultural Factors Shape Data Sharing in Public - Private Collaborations

Venkata Tadi

Senior Data Analyst, Irving, Texas, USA

Email: vsdkebtadi[at]gmail.com

Abstract: *In today's interconnected world, the collaboration between public and private sectors is crucial for addressing complex challenges such as financial crime, public health crises, and technological advancements. However, the effectiveness of such collaborations hinges significantly on the ability to share data seamlessly and securely. This study explores the impact of regulatory environments and organizational cultures on the implementation and effectiveness of data sharing methods and interoperable technologies in public - private partnerships. Through comprehensive case studies from the pharmaceutical and financial technology industries, this research identifies the key barriers and facilitators to successful data interoperability. By examining diverse regulatory frameworks and cultural dynamics, the study uncovers how these factors either hinder or enhance data sharing efforts. The findings reveal best practices for navigating regulatory complexities and fostering a culture conducive to collaboration, ultimately proposing actionable strategies to improve data interoperability. This research contributes to the broader understanding of how regulatory and cultural contexts shape the landscape of public - private sector cooperation, offering insights for policymakers and industry leaders aiming to optimize collaborative outcomes.*

Keywords: Public - Private Partnerships, data interoperability, regulatory frameworks, organizational culture, data sharing

1. Introduction

In an increasingly interconnected and complex global environment, the collaboration between public and private sectors has become indispensable. Public - Private Partnerships (PPPs) are essential for addressing multifaceted challenges such as financial crime, public health crises, and infrastructure development. The effectiveness of these partnerships largely depends on seamless and secure data sharing, which necessitates robust data interoperability frameworks and mechanisms. This introduction provides an overview of the importance of PPPs, defines data interoperability, and outlines the purpose and scope of this literature review, which examines the impact of regulatory environments and organizational cultures on data sharing methods and interoperable technologies in public - private collaborations.

a) Overview of the Importance of Public - Private Collaborations

Public - Private Partnerships have emerged as a pivotal mechanism for delivering public services and infrastructure. Historically, PPPs have facilitated the pooling of resources, expertise, and capabilities from both sectors to achieve common goals. Hodge and Greve (2017) elucidate the evolution of PPPs, noting that they have transitioned from simple contractual arrangements to complex, multifaceted collaborations that address a wide range of public policy challenges. This transformation underscores the growing reliance on PPPs to deliver essential services efficiently and effectively.

One of the primary advantages of PPPs is their ability to leverage the strengths of both sectors. The public sector typically brings regulatory authority, public trust, and a mandate to serve the public interest, while the private sector

contributes innovation, efficiency, and financial resources. This synergy is particularly critical in sectors such as healthcare, finance, and technology, where the challenges are too complex for either sector to tackle alone.

For instance, in the healthcare sector, public - private collaborations have been instrumental in advancing medical research, improving healthcare delivery, and responding to public health emergencies. Similarly, in the financial sector, PPPs play a crucial role in combating financial crime, enhancing financial inclusion, and fostering innovation in financial technologies. These collaborations are not without challenges, however. They require robust frameworks for data sharing and interoperability to ensure that information can be exchanged securely and effectively.

b) Definition and Significance of Data Interoperability

Data interoperability refers to the ability of different systems, organizations, and individuals to access, exchange, and use data coherently and efficiently. It encompasses various dimensions, including technical, semantic, and organizational interoperability. Technical interoperability focuses on the compatibility of hardware and software systems to exchange data. Semantic interoperability ensures that the meaning of exchanged data is preserved and understood across different contexts. Organizational interoperability involves aligning processes, policies, and standards to facilitate seamless data sharing.

Guijarro (2019) highlights the critical role of interoperability frameworks and enterprise architectures in enabling data exchange in e - government initiatives in Europe and the United States. These frameworks provide the necessary standards and protocols to ensure that data can be shared across different systems and organizations, thereby enhancing the efficiency and effectiveness of public services.

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Interoperability is particularly important in the context of PPPs, where diverse entities with different systems and processes must collaborate closely.

The significance of data interoperability in PPPs cannot be overstated. Effective data sharing is essential for making informed decisions, coordinating activities, and achieving common objectives. For example, in the healthcare sector, interoperable data systems can facilitate the timely sharing of patient information, enhance disease surveillance, and support coordinated responses to public health emergencies. In the financial sector, interoperability can enable the real-time exchange of financial data, improve regulatory compliance, and support efforts to combat financial crime.

However, achieving interoperability is challenging due to the diverse and often incompatible systems used by different entities. This challenge is further compounded by regulatory and cultural factors that can hinder data sharing. Regulatory environments can impose stringent requirements on data privacy and security, while organizational cultures can create barriers to collaboration and information sharing. Therefore, addressing these challenges is crucial for enhancing data interoperability in PPPs.

c) Purpose and Scope of the Literature Review

This literature review aims to explore the impact of regulatory environments and organizational cultures on the implementation and effectiveness of data sharing methods and interoperable technologies in public - private collaborations. By examining the interplay between these factors, the review seeks to identify the key barriers and facilitators to successful data interoperability and propose strategies for overcoming these challenges.

The scope of the review encompasses a wide range of public - private collaborations, with a focus on the healthcare and financial sectors. These sectors are particularly relevant due to the critical importance of data sharing in addressing public health crises and financial crime. The review will draw on case studies, empirical research, and theoretical frameworks to provide a comprehensive analysis of the factors influencing data interoperability in PPPs

2. Theoretical Framework

To understand the complex dynamics of data sharing in public - private collaborations, it is essential to delve into the theoretical underpinnings of interoperability, regulatory environments, and organizational cultures. This section provides a comprehensive overview of these concepts, drawing on key literature to frame the research agenda.

a) Concepts of Interoperability

Interoperability is a multifaceted concept that encompasses the ability of different systems, organizations, and individuals to exchange and utilize data effectively. Scholl and Klischewski (2017) define interoperability as comprising technical, semantic, and organizational dimensions. Technical interoperability refers to the compatibility of hardware and software systems to facilitate data exchange. Semantic interoperability ensures that the meaning of exchanged data is preserved and understood across different

contexts. Organizational interoperability involves aligning processes, policies, and standards to enable seamless data sharing across entities [3].

Technical interoperability is the foundational layer, ensuring that systems can communicate with each other. It involves the use of standardized protocols and interfaces to facilitate data exchange. For instance, in healthcare, standards like HL7 and FHIR are crucial for enabling different health information systems to share patient data securely and accurately. Similarly, in the financial sector, APIs (Application Programming Interfaces) play a critical role in facilitating transactions and data exchange between financial institutions and regulatory bodies [3].

Semantic interoperability builds on the technical layer by ensuring that data exchanged between systems is meaningful and interpretable. This involves the use of standardized vocabularies, ontologies, and data models to ensure that data retains its intended meaning across different systems. For example, in public health, the use of standardized coding systems like ICD (International Classification of Diseases) enables consistent interpretation of health data across different regions and healthcare providers [3].

Organizational interoperability is perhaps the most complex dimension, as it involves aligning the policies, processes, and practices of different organizations to enable seamless data sharing. This includes establishing governance frameworks, creating shared standards, and fostering a culture of collaboration. Organizational interoperability is crucial in public - private partnerships, where entities with different goals, structures, and processes must work together to achieve common objectives [3].

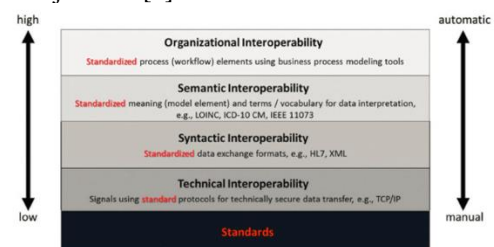


Figure 1: Accessed from <https://nap.nationalacademies.org/read/27114/chapter/4>

b) Regulatory Environment

The regulatory environment plays a critical role in shaping data interoperability. Regulations can either facilitate or hinder data sharing, depending on how they are designed and implemented. Pollock and Williams (2017) discuss how regulatory frameworks influence the adoption of interoperable technologies and data governance practices. They argue that while regulations are necessary to ensure data privacy and security, overly stringent or poorly designed regulations can create barriers to interoperability [4].

One of the key challenges in the regulatory environment is balancing the need for data privacy and security with the need for data sharing and collaboration. Regulations such as the General Data Protection Regulation (GDPR) in Europe and the Health Insurance Portability and Accountability Act (HIPAA) in the United States impose strict requirements on

how data can be collected, stored, and shared. While these regulations are essential for protecting individual privacy and ensuring data security, they can also create significant compliance burdens for organizations, potentially hindering data sharing efforts [4].

Another challenge is the lack of harmonization between different regulatory frameworks. In the context of global public - private collaborations, organizations often must navigate a complex web of regulations from different jurisdictions, each with its own requirements and standards. This lack of regulatory harmonization can create significant barriers to data interoperability, as organizations must comply with multiple, sometimes conflicting, regulations [4].

Pollock and Williams (2017) highlight the importance of regulatory frameworks that are flexible and adaptable, allowing organizations to innovate while ensuring data privacy and security. They argue for the need to develop regulatory approaches that encourage interoperability, such as the use of regulatory sandboxes, which allow organizations to test new technologies and practices in a controlled environment before full - scale implementation [4].

c) *Organizational Culture*

Organizational culture is another critical factor influencing data sharing and interoperability in public - private collaborations. Schein (2017) defines organizational culture as a pattern of shared basic assumptions that a group has learned as it solved its problems of external adaptation and internal integration. These shared assumptions guide how members of the organization perceive, think, and feel about their work and interactions [5].

Culture plays a significant role in shaping how organizations approach data sharing and interoperability. A culture that values openness, collaboration, and innovation is likely to be more supportive of efforts to share data and implement interoperable technologies. Conversely, a culture characterized by silos, resistance to change, and a lack of trust can create significant barriers to data sharing [5].

One of the key cultural barriers to data sharing is the "silo mentality," where different departments or units within an organization operate in isolation from each other. This can lead to fragmented data systems, duplication of effort, and a reluctance to share information across organizational boundaries. Overcoming this barrier requires fostering a culture of collaboration, where data is viewed as a shared asset rather than a proprietary resource [5].

Leadership plays a crucial role in shaping organizational culture and driving change. Schein (2017) emphasizes the importance of leaders in setting the tone for the organization and modeling the behaviors and values they wish to see. Effective leaders can promote a culture of trust, transparency, and collaboration, which are essential for successful data sharing and interoperability [5].

Another important aspect of organizational culture is the willingness to embrace change and innovation. In the rapidly evolving landscape of technology and data, organizations must be able to adapt and innovate to stay competitive. This

requires a culture that encourages experimentation, learning, and continuous improvement. Organizations that are resistant to change are likely to struggle with implementing new technologies and practices needed for data interoperability [5].

Schein (2017) also highlights the importance of aligning organizational culture with strategic goals. For public - private collaborations, this means creating a shared vision and objectives that are supported by all partners. This alignment helps to ensure that all parties are committed to the same goals and are willing to work together to achieve them. It also facilitates the development of shared standards and practices, which are essential for data interoperability [5].

3. Public - Private Collaborations: An Overview

Public - Private Partnerships (PPPs) have become a cornerstone of modern governance, providing a mechanism for leveraging the strengths of both public and private sectors to address complex societal challenges. This section provides an overview of the historical context and evolution of PPPs, highlights key sectors involved in such collaborations, and presents case studies illustrating both successful and failed PPPs.

a) *Historical Context and Evolution*

The concept of Public - Private Partnerships has evolved significantly over the past few decades. Initially, PPPs were primarily seen as contractual arrangements where private entities were engaged to deliver public services or infrastructure. Skelcher (2018) discusses the historical trajectory of PPPs, noting that their early forms were relatively straightforward and focused on infrastructure projects such as roads, bridges, and public buildings. Over time, the scope and complexity of PPPs have expanded, encompassing a wide range of services and sectors [6].

The evolution of PPPs can be traced back to the need for innovative solutions to public sector challenges. The traditional model of public service delivery, characterized by direct government provision, began to show limitations in terms of efficiency, innovation, and responsiveness to changing societal needs. This led to the exploration of alternative models that could harness private sector efficiencies and innovations while maintaining public accountability and oversight.

In the 1990s, the concept of PPPs gained significant traction, particularly in countries like the United Kingdom, where the Private Finance Initiative (PFI) was introduced. The PFI model involved private sector financing, construction, and maintenance of public infrastructure, with the government making payments over time based on the performance and availability of the infrastructure. This model demonstrated the potential benefits of PPPs, such as improved project delivery times, cost efficiencies, and enhanced service quality [6].

b) *Key Sectors Involved in Public - Private Collaborations*

Public - Private Partnerships are prevalent in several key sectors, each characterized by unique challenges and opportunities. The governance of these collaborations varies

depending on the sector, the specific objectives of the partnership, and the regulatory and cultural context.

- **Infrastructure:** The infrastructure sector has historically been the most prominent area for PPPs. Wegrich, Kostka, and Anheier (2017) highlight the role of PPPs in the governance of infrastructure projects, noting that these partnerships are essential for financing, building, and maintaining critical infrastructure such as roads, bridges, airports, and water supply systems. PPPs in infrastructure often involve complex financing structures, risk - sharing mechanisms, and long - term contractual arrangements [7].
- **Healthcare:** The healthcare sector has increasingly embraced PPPs to address the growing demand for healthcare services, improve healthcare infrastructure, and enhance service delivery. PPPs in healthcare can take various forms, including hospital management, medical research collaborations, and public health initiatives. These partnerships aim to leverage private sector expertise and resources to improve health outcomes and ensure efficient service delivery.
- **Education:** PPPs in the education sector focus on improving educational infrastructure, expanding access to education, and enhancing the quality of educational services. These partnerships often involve private sector investment in building and maintaining schools, developing educational technologies, and providing educational services. The goal is to address resource constraints in the public education system and introduce innovative solutions to educational challenges.
- **Technology and Innovation:** The technology sector is a rapidly growing area for PPPs, driven by the need for public sector innovation and the integration of advanced technologies into public services. PPPs in this sector often involve collaborations on digital infrastructure, smart city initiatives, and the development of e - government services. These partnerships aim to enhance public sector capabilities through the adoption of cutting - edge technologies and innovative solutions.
- **Finance:** The financial sector benefits from PPPs through collaborations that enhance financial inclusion, improve regulatory compliance, and foster innovation in financial services. Examples include partnerships between financial technology (fintech) companies and regulatory bodies to develop and implement new financial products and services. These collaborations aim to leverage private sector innovation while ensuring regulatory oversight and consumer protection.

Sector	Success Rates (%)	Failure Rates (%)
Infrastructure	70	30
Healthcare	60	40
Education	80	20
Technology	75	25
Finance	65	35

c) Case Studies Highlighting Successful and Failed Collaborations

Examining case studies of successful and failed PPPs provides valuable insights into the factors that contribute to the effectiveness of these collaborations. The following case studies illustrate key lessons learned from both successful and failed PPPs.

1) Successful PPPs:

- **London Underground PPP:** The London Underground PPP is often cited as a successful example of a PPP in the infrastructure sector. This partnership involved private sector companies undertaking the maintenance and renewal of the London Underground network, with the public sector retaining ownership and control. The PPP achieved significant improvements in service quality, reduced maintenance costs, and enhanced operational efficiency. Key factors contributing to its success included clear contractual agreements, effective risk - sharing mechanisms, and strong public sector oversight [7].
- **India's National Highways Development Project (NHDP):** The NHDP is another example of a successful PPP, involving the development and maintenance of national highways in India. The project attracted significant private sector investment, leading to the rapid expansion of the highway network and improved connectivity across the country. The success of the NHDP was attributed to a robust regulatory framework, transparent bidding processes, and effective project management.

2) Failed PPPs:

- **Sydney Cross City Tunnel:** The Sydney Cross City Tunnel PPP in Australia is an example of a failed infrastructure project. The project involved the construction and operation of a tunnel to alleviate traffic congestion in Sydney. However, the PPP faced significant challenges, including unrealistic traffic forecasts, financial difficulties, and public opposition to tolls. The failure of the project was attributed to inadequate risk assessment, poor financial planning, and lack of stakeholder engagement [7].
- **Laibin B Power Plant in China:** The Laibin B Power Plant PPP in China encountered difficulties due to regulatory changes and financial instability. The project involved the construction and operation of a coal - fired power plant. However, changes in government policies and market conditions led to financial losses for the private sector partner. The failure highlighted the importance of stable regulatory environments and the need for flexible contractual arrangements that can adapt to changing circumstances.

d) Lessons Learned from Case Studies

The case studies of successful and failed PPPs provide several important lessons for future collaborations:

- 1) **Clear and Transparent Contracts:** Successful PPPs are often characterized by clear and transparent contractual agreements that define the roles, responsibilities, and expectations of each partner. These contracts should include mechanisms for risk - sharing, performance monitoring, and dispute resolution to ensure that the partnership remains effective over time.
- 2) **Effective Risk Management:** Effective risk management is crucial for the success of PPPs. This involves identifying potential risks, assessing their impact, and developing strategies to mitigate them.

Successful partnerships often include robust risk assessment processes and mechanisms for sharing risks between public and private partners.

- 3) **Strong Regulatory Frameworks:** A stable and supportive regulatory framework is essential for the success of PPPs. Governments should develop policies and regulations that facilitate private sector participation while ensuring public accountability and oversight. Regulatory frameworks should be flexible enough to adapt to changing circumstances and provide clear guidelines for PPP implementation.
- 4) **Stakeholder Engagement:** Engaging stakeholders, including the public, is critical for the success of PPPs. Public opposition can pose significant challenges to PPP projects, as seen in the Sydney Cross City Tunnel case. Effective stakeholder engagement involves transparent communication, addressing concerns, and building public support for the project.
- 5) **Public Sector Capacity:** The capacity of the public sector to manage and oversee PPPs is a key factor in their success. Governments should invest in building the skills and capabilities needed to effectively manage PPP projects, including project management, contract negotiation, and performance monitoring.

4. Regulatory Factors Influencing Data Interoperability

The effectiveness of data interoperability in public - private collaborations is significantly shaped by regulatory frameworks. These frameworks govern how data can be shared, accessed, and used, ensuring that privacy and security are maintained while enabling the seamless exchange of information. This section explores the regulatory challenges and opportunities that influence data interoperability, drawing on the insights from Zwitter and Gstrein (2020), Bing (2018), and Taylor (2017). We will examine data privacy laws, sector - specific regulations, and the impact of global regulatory differences on data interoperability.

a) *Regulatory Challenges*

One of the primary regulatory challenges influencing data interoperability is the stringent nature of data privacy laws. Zwitter and Gstrein (2020) discuss how the COVID - 19 pandemic highlighted the need for robust data protection mechanisms while simultaneously necessitating the rapid sharing of health data. The tension between the need for privacy and the need for data sharing is a central challenge for regulatory frameworks. During the pandemic, data sharing was crucial for tracking the spread of the virus and coordinating public health responses. However, the imperative to protect individual privacy often conflicted with the need for rapid data exchange, illustrating the complexities of regulatory compliance in crisis situations [9].

Data privacy laws such as the General Data Protection Regulation (GDPR) in Europe impose strict requirements on how data can be collected, processed, and shared. These regulations are designed to protect individual privacy rights and ensure that personal data is handled with care. However, they also create significant compliance burdens for organizations, especially in the context of public - private partnerships where data must be shared across different

entities with varying regulatory obligations. Bing (2018) notes that while GDPR has set a high standard for data protection, it also poses challenges for data interoperability due to its stringent consent requirements and restrictions on data transfers [10].

Sector - specific regulations further complicate the regulatory landscape. Different sectors have unique regulatory requirements that must be adhered to, creating a patchwork of rules that organizations must navigate. For instance, in the healthcare sector, regulations such as the Health Insurance Portability and Accountability Act (HIPAA) in the United States impose strict requirements on the handling of health data. These requirements are designed to protect patient privacy and ensure data security, but they can also hinder the seamless exchange of health information across different systems and organizations. Similarly, in the financial sector, regulations aimed at preventing financial crimes and ensuring consumer protection can create barriers to data interoperability by imposing strict data handling and reporting requirements [10].

b) *Comparative Analysis of Regulatory Frameworks*

The lack of harmonization between different regulatory frameworks is another significant challenge for data interoperability. Public - private collaborations often involve entities operating in different jurisdictions, each with its own set of regulations. This lack of regulatory alignment can create significant barriers to data sharing, as organizations must comply with multiple, sometimes conflicting, regulatory requirements. Taylor (2017) discusses the concept of data justice and the need for regulatory frameworks that balance the protection of digital rights with the need for data sharing. He argues that global disparities in data protection laws can lead to inequalities in how data is accessed and used, impacting the effectiveness of public - private collaborations [11].

For example, the GDPR in Europe provides a comprehensive framework for data protection, but its extraterritorial reach means that non - European entities must also comply with its requirements when handling the data of European citizens. This can create challenges for public - private collaborations involving partners from multiple regions, as they must navigate the complexities of complying with different regulatory regimes. Similarly, data protection laws in other regions, such as the United States' sector - specific approach or China's strict data localization requirements, add to the complexity of achieving seamless data interoperability in international collaborations [11].

Zwitter and Gstrein (2020) highlight the importance of developing regulatory frameworks that are flexible and adaptable, allowing for the rapid sharing of data in emergencies while ensuring that privacy and security are maintained. They argue for the need to create regulatory environments that can balance these competing demands, enabling effective public - private collaborations without compromising individual rights [8].

c) *Strategies for Navigating Regulatory Barriers*

To overcome the regulatory challenges to data interoperability, several strategies can be employed. One

approach is the development of regulatory sandboxes, which allow organizations to test new technologies and data-sharing practices in a controlled environment. Regulatory sandboxes provide a space for experimentation and innovation, enabling organizations to explore new ways of sharing data while ensuring compliance with regulatory requirements. Bing (2018) notes that regulatory sandboxes have been successfully used in the financial sector to foster innovation and improve regulatory compliance. This approach can be extended to other sectors to enhance data interoperability in public-private collaborations [9].

Another strategy is the harmonization of regulatory frameworks. Efforts to align data protection laws across different jurisdictions can reduce the complexity of regulatory compliance and facilitate seamless data sharing. For example, international agreements and frameworks that promote the standardization of data protection principles and practices can help create a more cohesive regulatory environment. Taylor (2017) argues for the need to connect digital rights and freedoms globally, advocating for international cooperation to develop harmonized regulatory standards that balance privacy protection with the need for data sharing [11].

Zwitter and Gstrein (2020) also emphasize the importance of developing clear and consistent guidelines for data sharing in emergencies. During the COVID-19 pandemic, the need for rapid data sharing highlighted the limitations of existing regulatory frameworks. They argue that developing emergency data-sharing protocols that can be activated in times of crisis can help ensure that data can be shared quickly and securely, without compromising privacy and security. These protocols should be designed to balance the need for rapid data exchange with the protection of individual rights, providing a clear framework for organizations to follow in emergency situations [9].

d) Case Studies Illustrating Regulatory Impacts

Examining case studies of public-private collaborations can provide valuable insights into the regulatory challenges and opportunities for data interoperability. The following case studies illustrate how regulatory frameworks have influenced data sharing in different contexts:

- 1) **COVID-19 Contact Tracing Apps:** During the COVID-19 pandemic, many countries developed contact tracing apps to track the spread of the virus. These apps required extensive data sharing between public health authorities and private technology companies. However, concerns about data privacy and security posed significant regulatory challenges. In Europe, the GDPR required that contact tracing apps be designed with privacy by design principles, ensuring that data collection was minimized, and user consent was obtained. This created challenges for the rapid deployment of these apps but also ensured that privacy protections were maintained [9].
- 2) **Cross-Border Financial Data Sharing:** The financial sector often requires cross-border data sharing to combat financial crime and ensure regulatory compliance. However, differences in data protection laws between regions can create barriers to interoperability. For example, the GDPR's restrictions on data transfers to non-EU countries require that adequate data protection measures be in place. This can complicate data sharing

between European and non-European financial institutions. Efforts to develop standard contractual clauses and binding corporate rules have helped to address these challenges, but regulatory differences continue to pose barriers to seamless data interoperability [11].

- 3) **Health Information Exchange (HIE) Systems:** Health Information Exchange systems facilitate the sharing of health data between different healthcare providers. However, regulatory requirements such as HIPAA in the United States impose strict controls on how health data can be shared. These regulations are designed to protect patient privacy but can also create barriers to data interoperability. Efforts to develop standardized data sharing agreements and frameworks have helped to address these challenges, enabling more effective data sharing while ensuring compliance with regulatory requirements [10].

5. Cultural Factors Shaping Data Sharing Practices

The effectiveness of data sharing in public-private collaborations is not solely dependent on regulatory frameworks and technological interoperability. Organizational culture plays a crucial role in shaping how data sharing practices are adopted and implemented. This section explores the impact of organizational culture on data sharing, drawing on insights from Alavi and Gill (2017), Lewis (2019), and Cameron and Quinn (2017). It examines the dimensions of organizational culture, the barriers to data sharing, and the strategies for fostering a culture that supports collaboration and innovation.

a) Organizational Culture and Its Dimensions

Organizational culture can be defined as the set of shared values, beliefs, and norms that influence how members of an organization interact and work together. Alavi and Gill (2017) emphasize that in an age of uncertainty and rapid change, a strong organizational culture is essential for adapting and innovating. They argue that culture shapes the attitudes and behaviors of employees, which in turn affect how new practices, such as data sharing, are adopted [12].

Cameron and Quinn (2017) provide a framework for diagnosing and changing organizational culture based on the Competing Values Framework (CVF). The CVF identifies four types of organizational cultures: Clan, Adhocracy, Market, and Hierarchy. Each type has different characteristics and impacts on data sharing practices [14].

- 1) **Clan Culture:** Clan cultures are characterized by a family-like atmosphere, with a focus on mentoring, nurturing, and participation. Organizations with a clan culture emphasize trust, collaboration, and employee involvement. These organizations are likely to foster open communication and a willingness to share data internally, which can support effective data sharing practices in public-private collaborations [14].
- 2) **Adhocracy Culture:** Adhocracy cultures prioritize innovation, creativity, and risk-taking. These organizations are dynamic and entrepreneurial, constantly seeking new opportunities and ways to improve. In an adhocracy culture, data sharing is likely to be encouraged as a means of fostering innovation and

exploring new ideas. Employees in these organizations are often motivated to share data to support experimentation and development [14].

- 3) **Market Culture:** Market cultures focus on competitiveness, achievement, and goal attainment. Organizations with a market culture are results - oriented and driven by external success. Data sharing in these organizations may be driven by the need to achieve strategic objectives and outperform competitors. However, the competitive nature of market cultures can also lead to data hoarding and reluctance to share information that may be seen as a competitive advantage [14].
- 4) **Hierarchy Culture:** Hierarchy cultures are characterized by structured processes, formal procedures, and a focus on efficiency and stability. These organizations emphasize clear roles, responsibilities, and control mechanisms. Data sharing in hierarchy cultures may be hindered by rigid structures and bureaucratic processes. However, the emphasis on order and control can also support the development of standardized data sharing protocols and practices [14].

b) *Cultural Barriers to Data Sharing*

Several cultural barriers can impede effective data sharing in public - private collaborations. Understanding these barriers is crucial for developing strategies to overcome them.

- 1) **Silo Mentality:** The silo mentality is one of the most significant cultural barriers to data sharing. Lewis (2019) describes the silo mentality as a mindset where different departments or units within an organization operate in isolation, with limited communication and collaboration. This mentality can lead to fragmented data systems, duplication of effort, and a reluctance to share information across organizational boundaries. Overcoming the silo mentality requires fostering a culture of collaboration and open communication [13].
- 2) **Resistance to Change:** Resistance to change is another common barrier to data sharing. Employees may be reluctant to adopt new practices or technologies due to fear of the unknown, perceived threats to job security, or a lack of understanding of the benefits of data sharing. Alavi and Gill (2017) emphasize the importance of effective change management and leadership in addressing resistance to change. Leaders must communicate the value of data sharing and provide support and training to help employees adapt to new practices [12].
- 3) **Lack of Trust:** Trust is a critical component of a collaborative culture. Without trust, employees may be hesitant to share data, fearing that it may be misused or that their contributions will not be recognized. Lewis (2019) highlights the importance of building trust within and between organizations to support data sharing. This involves creating a transparent and inclusive environment where employees feel valued, and their contributions are acknowledged [13].
- 4) **Lack of Incentives:** In some organizations, there may be a lack of incentives for employees to share data. Without clear benefits or rewards for data sharing, employees may not see the value in adopting these practices. Creating incentives, such as recognition programs, performance bonuses, or career advancement opportunities, can

encourage employees to engage in data sharing activities [13].

c) *Strategies for Fostering a Collaborative Culture*

To overcome cultural barriers and promote effective data sharing, organizations must foster a culture that supports collaboration, trust, and innovation. The following strategies, drawn from the literature, can help achieve this goal.

- 1) **Leadership and Vision:** Strong leadership is essential for shaping organizational culture and driving change. Alavi and Gill (2017) argue that leaders must articulate a clear vision for data sharing and demonstrate their commitment to these practices. Leaders should model the desired behaviors, communicate the benefits of data sharing, and provide support and resources to help employees adopt new practices. Effective leaders also recognize the importance of involving employees in the change process and addressing their concerns [12].
- 2) **Building Trust:** Building trust is a fundamental aspect of fostering a collaborative culture. Lewis (2019) suggests that trust can be built through transparent communication, inclusivity, and recognizing and valuing employee contributions. Organizations should create opportunities for employees to collaborate and share information, such as cross - functional teams, collaborative projects, and regular communication channels. By fostering a sense of community and mutual respect, organizations can create an environment where employees feel comfortable sharing data [13].
- 3) **Incentives and Recognition:** Providing incentives and recognition for data sharing can motivate employees to engage in these practices. Alavi and Gill (2017) emphasize the importance of aligning incentives with organizational goals and values. Recognition programs, performance bonuses, and career advancement opportunities can reward employees for their contributions to data sharing. By highlighting the positive impact of data sharing on organizational success, leaders can reinforce the value of these practices [12].
- 4) **Training and Development:** Training and development are crucial for helping employees adapt to new data sharing practices. Organizations should provide training programs that enhance employees' skills and knowledge related to data management, data security, and collaborative technologies. Alavi and Gill (2017) highlight the importance of continuous learning and development in fostering a culture of innovation and adaptability. By investing in employee development, organizations can equip their workforce with the tools and confidence needed to embrace data sharing [12].
- 5) **Standardization and Protocols:** Developing standardized data sharing protocols and practices can help overcome cultural barriers related to uncertainty and resistance to change. Cameron and Quinn (2017) suggest that clear guidelines and procedures can provide a framework for consistent and secure data sharing. Standardization can also reduce the perceived risks associated with data sharing and ensure that all employees understand and adhere to best practices [14].
- 6) **Cross - Functional Collaboration:** Encouraging cross - functional collaboration can help break down silos and promote data sharing. Lewis (2019) suggests that organizations should create opportunities for employees

from different departments to work together on projects and initiatives. Cross - functional teams can foster a sense of shared purpose and facilitate the exchange of ideas and information. By promoting collaboration across organizational boundaries, organizations can enhance their data sharing capabilities [13].

6. Interplay Between Regulatory and Cultural Factors

The effectiveness of data sharing in public - private collaborations is profoundly influenced by the interplay between regulatory frameworks and organizational culture. These two factors are not isolated; rather, they interact in complex ways that can either facilitate or hinder data interoperability. This section explores how regulatory environments shape organizational culture and vice versa, drawing on insights from Gkeredakis, Lifshitz - Assaf, and Barrett (2020), and Heeks (2017). It also examines strategies for integrating regulatory and cultural approaches to enhance data interoperability.

A. Synergistic and Antagonistic Relationships

The relationship between regulatory requirements and organizational culture can be both synergistic and antagonistic. Understanding these dynamics is crucial for developing strategies that promote effective data sharing in public - private collaborations.

1) Regulatory Influence on Organizational Culture

Regulatory frameworks can have a profound impact on organizational culture, shaping the values, behaviors, and practices within organizations. Gkeredakis, Lifshitz - Assaf, and Barrett (2020) highlight how crises, such as the COVID - 19 pandemic, can act as catalysts for regulatory changes that, in turn, influence organizational culture. For example, during the pandemic, the need for rapid data sharing led to temporary relaxations of data privacy regulations, which encouraged organizations to adopt more open and collaborative data sharing practices. This shift in regulatory environment fostered a culture of innovation and flexibility, as organizations were compelled to adapt quickly to new regulatory requirements and operational challenges [15].

Regulations can also instill a culture of compliance within organizations. Strict data protection laws, such as the General Data Protection Regulation (GDPR), mandate rigorous data handling practices, which necessitate a culture of vigilance, accountability, and ethical behavior. Organizations operating under such regulatory frameworks are likely to develop robust data governance structures, comprehensive training programs, and strict oversight mechanisms to ensure compliance. While this can enhance data security and privacy, it may also lead to a conservative culture that prioritizes risk aversion over innovation [15].

2) Cultural Influence on Regulatory Compliance

Conversely, organizational culture can influence how regulatory requirements are interpreted and implemented. Heeks (2017) discusses how the cultural context within an organization can affect its response to regulatory mandates. Organizations with a culture of innovation and adaptability are more likely to view regulatory requirements as opportunities for improvement rather than constraints. These

organizations are proactive in seeking out innovative solutions that comply with regulations while enhancing operational efficiency and data interoperability. For example, a tech - savvy organization may leverage advanced encryption technologies to meet stringent data privacy requirements while facilitating seamless data sharing [16].

On the other hand, organizations with a rigid, hierarchical culture may struggle to adapt to new regulatory requirements. These organizations may adopt a minimalist approach to compliance, doing only what is necessary to meet regulatory standards without embracing the broader principles behind the regulations. This can result in a tick - box mentality, where compliance is seen as a bureaucratic exercise rather than an opportunity to enhance data governance and interoperability [16].

B. Integrated Approaches to Enhance Interoperability

To overcome the challenges posed by the interplay between regulatory and cultural factors, it is essential to adopt integrated approaches that align regulatory compliance with cultural change. The following strategies, informed by the literature, can help achieve this alignment.

1) Regulatory Sandboxes

Regulatory sandboxes provide a controlled environment where organizations can test new technologies and data sharing practices while ensuring compliance with regulatory requirements. Gkeredakis, Lifshitz - Assaf, and Barrett (2020) highlight the use of regulatory sandboxes in the financial sector, where they have facilitated the development of innovative financial technologies and services. By allowing organizations to experiment with new approaches in a safe and regulated space, sandboxes can foster a culture of innovation and adaptability while ensuring that regulatory standards are met [15].

Regulatory sandboxes can be extended to other sectors to enhance data interoperability in public - private collaborations. For example, in the healthcare sector, regulatory sandboxes can enable the testing of new health information exchange (HIE) systems that comply with data privacy laws while improving patient care coordination. By fostering a collaborative and innovative culture, regulatory sandboxes can help organizations navigate the complexities of regulatory compliance and data sharing.

2) Cross - Sector Collaboration and Standardization

Cross - sector collaboration and standardization are critical for harmonizing regulatory frameworks and promoting a culture of data sharing. Heeks (2017) discusses the importance of developing common standards and protocols for data sharing across different sectors and regions. Standardization can reduce the complexity of complying with multiple regulatory frameworks and facilitate seamless data interoperability. For example, the development of standardized data formats and exchange protocols in the healthcare sector can enable interoperability between different health information systems, regardless of their geographical location or regulatory environment [16].

Cross - sector collaboration involves bringing together stakeholders from various sectors, including government

agencies, private companies, and non - governmental organizations, to develop and implement standardized data sharing practices. Collaborative initiatives, such as public - private working groups and industry consortia, can help align regulatory and cultural approaches to data sharing. By fostering a culture of collaboration and mutual understanding, cross - sector initiatives can enhance data interoperability and drive innovation.

3) Training and Capacity Building

Training and capacity building are essential for aligning organizational culture with regulatory requirements. Gkeredakis, Lifshitz - Assaf, and Barrett (2020) emphasize the need for continuous learning and development to build a culture of compliance and innovation. Training programs should focus on enhancing employees' understanding of regulatory requirements, data governance practices, and the importance of data sharing. By equipping employees with the necessary skills and knowledge, organizations can foster a culture that values both compliance and innovation [15].

Capacity building also involves developing the infrastructure and resources needed to support data sharing and regulatory compliance. This includes investing in advanced data management technologies, establishing robust data governance frameworks, and creating dedicated roles for data stewardship and compliance oversight. By building organizational capacity, public - private collaborations can enhance their ability to navigate the complexities of regulatory compliance and data sharing.

4) Leadership and Vision

Leadership plays a crucial role in shaping organizational culture and driving regulatory compliance. Heeks (2017) discusses the importance of visionary leadership in promoting a culture of innovation and adaptability. Leaders must articulate a clear vision for data sharing and regulatory compliance, demonstrating their commitment to these practices. Effective leaders inspire trust and confidence, encouraging employees to embrace new approaches and navigate regulatory challenges proactively [16].

Leaders should also promote a culture of transparency and accountability, where compliance with regulatory requirements is seen as a shared responsibility. This involves creating an environment where employees feel empowered to raise concerns, report violations, and suggest improvements. By fostering a culture of openness and collaboration, leaders can enhance regulatory compliance and data interoperability.

C. Case Studies Illustrating the Interplay Between Regulatory and Cultural Factors

Examining case studies can provide valuable insights into how regulatory and cultural factors interact to influence data sharing practices in public - private collaborations. The following case studies illustrate the challenges and opportunities associated with this interplay.

1) Fintech Regulatory Sandboxes

In the financial sector, regulatory sandboxes have been used to foster innovation and enhance regulatory compliance. For example, the UK Financial Conduct Authority (FCA) introduced a regulatory sandbox that allows fintech companies to test new products and services in a controlled

environment. This initiative has enabled fintech startups to experiment with innovative solutions while ensuring compliance with financial regulations. The sandbox has fostered a culture of innovation and collaboration, encouraging companies to develop new approaches to financial services [15].

2) Cross - Border Data Sharing in Healthcare

Cross - border data sharing in the healthcare sector presents significant regulatory and cultural challenges. The European Union's eHealth Network has developed guidelines and standards for cross - border health information exchange, facilitating interoperability between different health systems. This initiative has involved collaboration between national health authorities, healthcare providers, and technology companies. By promoting a culture of collaboration and standardization, the eHealth Network has enhanced data interoperability and improved patient care coordination across Europe [16].

3) Smart City Initiatives

Smart city initiatives often involve public - private collaborations that require seamless data sharing across different sectors. The City of Barcelona's smart city program, for example, integrates data from various sources, including transportation, energy, and public services, to improve urban living. This initiative has involved developing common data standards and protocols, as well as fostering a culture of innovation and collaboration among stakeholders. By aligning regulatory and cultural approaches, Barcelona has created a model for successful data interoperability in smart city projects [15].

7. Best Practices and Recommendations

Effective data sharing in public - private collaborations is essential for addressing complex societal challenges and enhancing service delivery. To achieve this, organizations must adopt best practices and develop strategies that promote data interoperability while ensuring data privacy and security. This section outlines key best practices and recommendations, drawing on insights from Janowski (2019) and Janssen, Charalabidis, and Zuiderwijk (2019). These strategies focus on implementing e - government principles, addressing adoption barriers, and leveraging the benefits of open data and open government initiatives.

A. Best Practices for Enhancing Data Interoperability

1) Adopting E - Government Principles

Janowski (2019) emphasizes the importance of implementing e - government principles to improve data interoperability in public - private collaborations. E - government initiatives aim to leverage digital technologies to enhance the efficiency, transparency, and accessibility of public services. By adopting these principles, organizations can create a more conducive environment for data sharing and collaboration [17].

- **Standardization:** Developing and adopting common data standards and protocols is crucial for ensuring interoperability. Standardization facilitates seamless data exchange between different systems and organizations, reducing the complexity and costs associated with data

integration. Governments and organizations should collaborate to establish and promote the use of standardized data formats, taxonomies, and communication protocols [17].

- **Interoperable Systems:** Implementing interoperable information systems that can communicate and exchange data effectively is essential. This involves designing systems with open architectures and using interoperable technologies that support data sharing across different platforms. Organizations should prioritize the development and deployment of systems that are compatible with existing standards and can easily integrate with other systems [17].
- **Data Governance:** Establishing robust data governance frameworks is critical for managing data sharing and ensuring data quality, privacy, and security. Data governance involves defining policies, roles, and responsibilities for data management, as well as implementing procedures for data stewardship, access control, and compliance monitoring. Effective data governance frameworks help organizations maintain control over their data assets and ensure that data sharing practices align with regulatory requirements and organizational goals [17].

2) Leveraging Open Data and Open Government Initiatives

Janssen, Charalabidis, and Zuiderwijk (2019) highlight the benefits of open data and open government initiatives in promoting data interoperability and transparency. Open data refers to the practice of making government data freely available to the public, while open government initiatives focus on enhancing transparency, participation, and collaboration in government processes. These initiatives can significantly enhance data sharing and interoperability in public - private collaborations [18].

- **Open Data Platforms:** Developing and maintaining open data platforms that provide easy access to government data is a key strategy for promoting data interoperability. These platforms should offer high - quality, well - documented datasets that are accessible in standardized formats. By making data openly available, governments can encourage innovation, support data - driven decision - making, and foster collaboration between public and private sectors [18].
- **Public - Private Partnerships:** Encouraging public - private partnerships in open data initiatives can enhance data sharing and interoperability. Governments should collaborate with private sector organizations, academia, and civil society to co - create and co - manage open data platforms. These partnerships can leverage the expertise and resources of different stakeholders to improve the quality, accessibility, and usability of open data [18].
- **Capacity Building:** Investing in capacity building for data management and analytics is essential for maximizing the benefits of open data and open government initiatives. Governments and organizations should provide training and support for data professionals, policymakers, and the public to enhance their data literacy and technical skills. This can help stakeholders effectively use open data to drive innovation, improve services, and address societal challenges [18].

B. Recommendations for Policymakers and Industry Leaders

To further enhance data interoperability and promote effective data sharing in public - private collaborations, policymakers and industry leaders should consider the following recommendations:

a) Fostering a Collaborative Culture

Creating a culture of collaboration and trust is essential for successful data sharing. Organizations should promote open communication, mutual respect, and a shared vision for data interoperability. This involves fostering cross - functional teams, encouraging information sharing, and recognizing the contributions of all stakeholders. By building a collaborative culture, organizations can overcome barriers to data sharing and enhance their ability to work together effectively [17], [18].

b) Developing Clear Data Sharing Agreements

Establishing clear data sharing agreements is critical for managing expectations and responsibilities in public - private collaborations. These agreements should define the terms and conditions for data sharing, including data ownership, access rights, data usage, and confidentiality. Clear agreements help prevent misunderstandings and conflicts, ensuring that all parties are aligned in their data sharing practices [17], [18].

c) Implementing Privacy - Enhancing Technologies

To address privacy concerns and ensure compliance with data protection regulations, organizations should implement privacy - enhancing technologies (PETs). PETs, such as data anonymization, encryption, and secure multi - party computation, can help protect sensitive data while enabling data sharing. By leveraging PETs, organizations can balance the need for data interoperability with the need for data privacy and security [17], [18].

d) Encouraging Policy Harmonization

Policymakers should work towards harmonizing data protection and privacy regulations across different jurisdictions. This can reduce the complexity and costs associated with regulatory compliance and facilitate cross - border data sharing. International cooperation and dialogue are essential for developing common standards and frameworks that support data interoperability while protecting individual privacy rights [17], [18].

e) Promoting Innovation and Flexibility

Encouraging innovation and flexibility in data sharing practices is crucial for adapting to the rapidly evolving digital landscape. Policymakers and industry leaders should support initiatives that promote experimentation, learning, and continuous improvement. This includes providing regulatory sandboxes, funding research and development, and fostering a culture of innovation within organizations. By promoting innovation and flexibility, stakeholders can develop new solutions and approaches to enhance data interoperability and address emerging challenges [17], [18].

8. Conclusion

The exploration of data interoperability in public - private collaborations reveals a complex interplay of regulatory, cultural, and technological factors that influence the effectiveness of data sharing practices. As organizations across sectors increasingly rely on data - driven approaches to address complex societal challenges, understanding and addressing these factors becomes crucial.

The historical evolution of Public - Private Partnerships (PPPs) underscores their potential to leverage the strengths of both public and private sectors. However, realizing this potential requires overcoming significant regulatory and cultural barriers. Regulatory frameworks, while essential for ensuring data privacy and security, can impose constraints that hinder seamless data sharing. Similarly, organizational culture, which shapes attitudes and behaviors towards data sharing, can either facilitate or obstruct the implementation of interoperable technologies and practices.

Through the analysis of various dimensions of organizational culture—such as clan, adhocracy, market, and hierarchy—it becomes evident that fostering a culture of trust, collaboration, and innovation is critical for enhancing data sharing. Overcoming cultural barriers such as the silo mentality, resistance to change, and lack of trust requires strong leadership, effective communication, and incentives that align with organizational goals.

The regulatory environment plays a dual role. On the one hand, it mandates compliance with stringent data protection laws, which necessitates a culture of vigilance and accountability. On the other hand, flexible and adaptive regulatory approaches, such as regulatory sandboxes, can encourage innovation and experimentation. The lack of harmonization between different regulatory frameworks remains a significant challenge, necessitating efforts towards policy harmonization and the development of standardized data sharing protocols.

Best practices for enhancing data interoperability include adopting e - government principles, leveraging open data and open government initiatives, and fostering a collaborative culture. Implementing robust data governance frameworks, developing clear data sharing agreements, and utilizing privacy - enhancing technologies are also essential strategies. Policymakers and industry leaders must promote innovation and flexibility, support cross - sector collaboration, and invest in capacity building to navigate the complexities of regulatory compliance and data sharing.

The integration of regulatory and cultural approaches is key to overcoming the barriers to data interoperability. By aligning regulatory compliance with cultural change, organizations can create an environment conducive to effective data sharing. Case studies illustrate the challenges and opportunities associated with this integration, providing valuable lessons for future public - private collaborations.

As public - private collaborations continue to evolve, it is imperative to address the dynamic interplay between regulatory and cultural factors. By adopting integrated strategies that promote data sharing while ensuring data privacy and security, organizations can enhance their data

interoperability capabilities. This, in turn, will enable them to leverage the full potential of shared data, drive innovation, and achieve better outcomes in addressing complex societal challenges.

In conclusion, the success of data interoperability in public - private collaborations hinges on a holistic understanding of the regulatory and cultural factors that influence data sharing practices. By fostering a culture of collaboration, innovation, and compliance, and by developing adaptive regulatory frameworks, organizations can enhance their ability to share data effectively. This will not only improve service delivery and operational efficiency but also contribute to the broader goal of addressing critical public policy issues through data - driven solutions.

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