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Barriers to Collaboration among Tourism Industry Stakeholders. Case study: Mashhad Metropolis

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ABSTRACT

In a tourist destination there are usually various stakeholders with different goals. Achieving cooperation and integration among them is a major concern for policy makers and urban managers. In this regard, the role of tourist destination management becomes important more than ever. Therefore, cooperation between organizations can be an effective model but very little researches have been done about this topic. To fill the gap, this study tends to analyze the collaboration between tourism-related public and private institutions in the city of Mashhad.

This study applies qualitative case study methodology approach. Data are collected using semi-structured interview with top 15 managers and experts in four tourism-related organizations in the city of Mashhad in 2015. The results showed that the main factors affecting the non-collaboration between related-tourism organizations in Mashhad city include: lack of a systematic approach, weak legal structure, poor planning, lack of integrated tourism management, and the weakness of the policy-making system.

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Keywords: Tourist Destination Management; Organizational Collaboration; Mashhad; Iran

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Introduction

Nowadays, Destination management has become more important than ever before as destinations try to provide the highest quality of experience for visitors; and to manage the impacts of tourism on host communities and environments. To manage effectively, destinations have to deliver wonderful experiences and excellent value to visitors. The business of tourism is complex and fragmented and from the time that visitors arrive in the destination until they leave, the quality of their experience is affected by many services and experiences, including a range of public and private services, community interactions, environment and hospitality. According to WTO, delivering excellent value will depend on many organizations working together in unity. Destination management calls for a coalition of these different interests to work towards a common goal to ensure the viability and integrity of their destination now, and for the future (WTO, 2007). So, destination bases its success according to its inter-organizational relationships (Ghirelli, 2013). Also, in order to survive, destinations must be comprehensively governed, managed and coordinated through new form of collaborations (Ibid).

As UNWTO (2008) noted managing tourist destination achieve "through synergistic and coordinated efforts by governments, at different levels and in different capacities; civil society living in the inbound tourism communities; and the business sector connected with the operation of the tourism system." As a result, tourist destination management requires a variety of public and private actors that cooperate with each other in the process based on a commitment in order to shape a desirable tourist destination (Duran, 2013). In this regard, management prospective based on collaboration and cooperation plays an important role in the development of a destination as an innovative alternative to traditional destination management system.

According to WTO report (2013), Iran is among the world's top 10 in term of tourism attractions but figures release by the top international tourism body indicate that, Iran despite its rich culture and historical venues has a partly share of one percent in global tourism revenues. However, only five percent of global tourists visit Iran every year. Several factors affecting this failure, among which tourism management structure is more important and other problems are inefficiency and ineffectiveness of the existing structure in achieving goals and institutional and coordination problems (Hassanpour, 2013). The challenges facing Iran tourism industry are numerous including the lack of a specific strategy, a comprehensive plan and different type of decision-making and policy-making bodies in the field of tourism. What appears to be inherited is a vulnerability to tourism (Hamzezadeh, 2014). Bahmani (2013) suggest that lack of adequate supervision, lack of facilities to protect and preserve the archaeological and historical sites and lack of cooperation and coordination of government agencies that influence tourism sector such as governors, municipalities, Ministry of Roads and urban development, Foreign Affairs and also Customs office has fueled low boom of the tourism industry (http://peyketadbir.ir/). Addressing these challenges will require a high level of coordination and cooperation among tourism-related organizations.

Mashhad, the holiest pilgrim sites for Shia Muslims in Iran, draws millions of tourists every year. Blessed with a rich heritage and old world charm, Mashhad holds the promise of a unique travel experience. Despite the high potential for tourism, this city suffers from a lack of organizational collaboration in tourist destination management and a lack of participation between private sector and civil society (Ghasemi, 2012). Also, according to Statistical Center of Iran (2012), Mashhad ranked the first among the 20 largest cities in Iran in terms of the number of tourists and visitors. In regard to the diversity of tourism-related organizations, consisting of public and private institutions it can be said this Metropolis is an excellent case for the analysis of tourist destination governance.

Through studying and reviewing relevant papers and publications as well querying from Iranian Research Institute for Information Science and Technology (IRANDOC), the authors found out so far there have been no contribution on the area of destination governance from the perspective of organizational collaboration in Iran. So, this study is new in the field of tourist destination governance in this country. The present paper aims to analyze the organizational collaboration in tourist destination of Mashhad and answers these basic questions: What are the challenges of organizational collaboration on tourism development in the city of Mashhad? Which factors affect the creation of these challenges? What are the consequences of non-collaboration among tourism organizations on the development of tourist destination in Mashhad?

1. Literature Review

According to Pechlaner, Raich, Beritelli (2010), currently the theoretical foundations for destination governance present a rather indefinite picture. There are still many issues and questions of governance to be defined, from the attempt to define the term 'destination governance' to the identification of types of governance models to research based on theories relating to various forms and problems of governance (as cited in Ghirelli, 2013).

Although some studies have been devoted to tourist destination management or governance, rather less attention paid to organizational collaboration. So far, investigations have been confined to social network analysis and public and private relationships. For example, Nordin and Svensson (2007) explore the impact of governance on destination development, focusing on public–private relationships, plus formal and informal networks and resource dependencies. Beritelli (2011), studied cooperation among prominent actors in a tourist destination. Rodolfo Baggio (2010) examined the collaboration and cooperation in a tourism destination with emphasize on a network science approach.

in the tourism management literature several authors (Nordin, Beritelli et al, Pechlaner) have promoted the concept of destination governance, to define a coalition of disparate parties with common interests, as a productive approach to tourism promotion at the destination level (Beritelli et al, 2007). Tourist destination management is an emerging subject but little information is available on literature reviews about this field specifically in terms of organizational collaboration. Momeni et al. (2008) in analyzing the structure and function of religious-cultural tourism and the

necessity of integrated management in Mashhad metropolis came up with breaking of urban management, that is lack of integrated management of Astan- Ghods- Razavi with governmental and non- governmental related- tourism organizations in Mashhad. Therefore, it deserves to constitute a powerful organization consists of all related-tourism institutions.

Pastras (2011) in analyzing the governance of tourism development in Athens came up with the irony of a multifarious and multi-scalar governance context, which has not met the expectations of interest groups, especially in recent years, concerning tourism development. The study of cooperation among prominent actors in a tourist destination by Beritelli (2011) revealed that educating the members in the challenges involved in governance and providing an understanding of the implications of individual decisions on the aggregate level played an important role in building a collaborative culture in the governance process.

Alipour et al. (2011) in examining the governance as catalyst to sustainable tourism development in North Cyprus concluded the need for an institutional overhaul with an embedded process of governance as a new institutional culture. The study of tourism destination governance by Stevic (2012) in UNESCO World Heritage Site of Oporto revealed that public–private relationships built on trust, joint risk taking, informal structures and strategic consensus do have a positive impact on the level of growth at a tourist destination.

Cooperation studies at different levels (i.e. between institutions/ administrations, between firms/organizations, and in communities) distinguish six major theories/approaches (Britellie, 2011):

In studying interactions and collaboration between organizations, as Vaidya (2011) state "game theory takes onto account the decisions that are made in an environment where various players interact strategically which result to collaboration". Rational choice theory has become popular to explain cooperative behavior in studies of interest groups, coalitions and bureaucracy (Lang, 2002). In this theory mutual trust and rational choice leads to collaboration. Dyer (1996) suggests "Resource dependence theory posits that organizations try to respond to uncertainty and dependence by establishing inter-organization relationship and co-specialization with the environment or a path that possesses critical resources necessary". According to Thompson (1967), organizational dependence is influenced by the importance of a resource. The extent to which the organization has discretion over the resources allocation and use, and the extent of concentration of resources control (Pfeffer and Salancik, 1978). Lee & Cavusgil (2006) believe that in cooperation studies, transaction cost economics is valuable particularly at the organizational level. Also, institutional analysis is predominantly used for cooperation studies between administrative bodies and international institutions (Martin & Simmons, 2005), as it offers direct access to questions regarding the development of strategies at an institutional level. The main focus of social exchange theory is that inter-organizational relationship does not necessarily need to be directly related to any economic/transactional outcomes. As stated by Premkumar and Ramamurthy (1995), "social exchange theory provides the foundation for the study of relationships between organizations. Moreover, there are

to two main approaches for cooperation: formal, contract-based and the informal relation-based one. Both approaches could be seen as complementary or alternative perspectives in the discussion of cooperation (Lee & Cavusgil, 2006, cited by Beritelli, 2011).

Besides the above-mentioned theories, many authors (Freeman, 2004; Harrison & Wicks, 2007, Ancona, et al, 2004; Padurean, 2010) referred to other theories about collaboration in a tourist destination: Stakeholder theory emphasizes the "joint-ness" of stakeholder interests and the need for all stakeholders to benefit over time through their cooperation (Freeman, 1984; Freeman, Harrison & Wicks, 2007). Part of what holds stakeholder cooperation together and generates utility for stakeholders is the presence of shared norms that go beyond strict self-interest. "Three lenses" approach**,** through this approach the behaviors and purposes of the actors are considered from a strategic design perspective, a political perspective and a cultural perspective. The strategic design perspective emphasizes the importance of organizational design and structure and focuses on formal roles, policies and procedures. The political perspective emphasizes the varying interests of multiple stakeholders in the struggle to control the organizational agenda. It deals with how resources are allocated and how networks and coalitions emerge and diverge in ongoing organizational functioning. The cultural perspective emphasizes the creation of meaning in organizations and how deeply held attitudes, values, beliefs and visions guide organizational behaviors (Ancona, et al, 2004).

As we see institutional analysis, rational choice theory, and transaction cost economics clearly point to the importance of formal contract-based cooperation. On the other hand, social exchange theory relates to the informal relation-based approach. Resource dependence theory as well as the game theory and stakeholder theory applies for formal and also informal cooperation.

2. Research Methodology

2.1 Data collection

2.1.1. Qualitative research and case study strategy

This study has been done using qualitative method. In a qualitative research, the researchers begin their work with mental and social meanings of the phenomenon under study. By researching in the natural environment and minimizing their distance with the participants, they try to identify the values, norms, codes of conduct and in general, the construction of social reality (Flick, 2008). Qualitative research in this research is useful for obtaining insight into situations and problems because there is little knowledge about tourist destination governance especially in Iran.

Case study was adopted as a research strategy. According to YIN (2003a, p.2) "the distinctive need for case studies arises out of the desire to understand complex social phenomena" because "the case study method allows investigators to retain the holistic and meaningful characteristics of real-life events," such as organizational and managerial processes, for example. In fact, case studies seem to be the preferred

strategy when "how or "why" questions are being posed, when the investigator has little control over events, and when the focus is on a contemporary phenomenon within some real-life context (YIN, 1981, p.59, 2003a, pp.2, 5-10).

2.1.2. Research Site

In Iran, Cultural Heritage, Handicrafts and Tourism Organization, is the leading organization for tourism sector which is responsible for policy-making, planning, implementation and monitoring of development projects. However, other organizations such as municipalities also have effective, complementary and reinforcing role for implementing the policies and programs related to tourism (Mohalati, 2001). Mashhad, the second religious metropolitan, is one of the major tourist destinations of Iran and has its reputation by having the shrine of *Imam Reza* (the eighth Imam of Twelver Shiites). This city every year receives thousands of domestic and foreign pilgrims and tourists. Tourism- related activities in the city of Mashhad have expanded tremendously. At the present time, many organizations are in charge of the tourism in city of Mashhad. Some of these organizations directly involved in tourism management. The most important ones are:

- **Astan Quds Razavi**, as the administrative organization which manages the Imam Reza holy shrine (the main only tourist attraction in Mashhad) and its complex around the Haram;
- **Cultural Heritage, Handicrafts and tourism organization of Khorasan Razavi**, due to its position as a government organization in planning, guidance and supervision on the tourism activities in the province;
- **The Governor (Ostandari),** as a provincial government and its governing role in the state, and
- **Mashhad Municipality,** due to having a management role and providing services to pilgrims and tourists are.

Hence, this major tourist destination is an ideal case study for analyzing collaboration facets currently happening among different related-tourism institutions.

2.1.3. Sampling of Interviewees

According to Okumus etal. (2007), gaining access to interviewees is a dimension rarely discussed in qualitative tourism research. Sautter and Leissen (1999) believed in terms of an institutional analysis, the perspectives of interviewees must reflect to some extent the respective perspectives of their organizations. Tyler and Dinan (2001a) concluded during the conduct of elite interviews from the public sector and interest groups that government officials, policy makers, chief executive officers, and permanent secretaries comprise adequate informants for qualitative research on tourism politics. Interestingly, they also pointed out how the "elite are notoriously difficult to access for research purposes" because of time constraints (cited in Pastras, 2011).

To identify the challenges of organizational collaboration, this study employed qualitative snowball sampling was used. According to Yin (2003, 2009), Matthews and

Ross (2010), and Cresswell (2012), snowball sampling is a form of purposeful sampling that typically proceeds after a study begins and occurs when the researcher asks participants to recommend other individuals to be sampled. It was appropriate technique in this study, because the best samples among the target populations were identified who were the top managers and experts of four major related-organizations in Mashhad. The respondents were selected through a convenience sampling method. Attempts were made to create the maximum diversity in the sample by asking previous interviewees to introduce people who have sufficient knowledge about research topic .

To do this, an open-ended questionnaire was designed based on a review and evaluation of the literature presented for the destination governance. The interviews were conducted by using semi-structured. According to Bramwell and Meyer (2007) in-depth semi-structured interviews are highly esteemed in tourism collaboration research (cited in Pastra, 2011). Semi-structured interviews are flexible because probing and follow-up questions can be framed to elicit in-depth responses or even alter the sequence of main questions (Bryman, 2004). The conduct of semi-structured interviews sought viewpoints on themes that were guided by research objectives and the organizational collaboration. The draft topic guide comprised of around 15 questions. These questions were tested in a pilot process during the first three interviews. During interview, the participants were provided with a brief description of research topic. It was very helpful and cleared up ambiguities. Under the guidance of supervisors, the initial topic guide was transformed to five questions, which covered key aspects of thematic categories related to organizational collaboration.

According to Matthews and Ross (2010), in capturing full interviews, audio recording is acceptable to many people, but their permission to record must be given. Therefore, we sought the permission of the participants to record their interviews with a digital recorder and they all agreed. Transcription was made verbatim at the end of each the interview. So it was determined which question was not answered in the interview. In this way, we could cover the same question in other interviews in order to get the best answers. Based on the principle of theoretical saturation, sampling continued until no new data appeared and all concepts in the theory were well-developed.

This study was conducted during spring and summer of 2015. The interviews were carried out over two months and each lasted about 50 minutes. Maintaining respondent anonymity while presenting rich information, each has been given a code. With regard to the size of the sample in qualitative research, Patton (2002) holds that there is no rule specifying the size of the sample in this kind of research and sampling is gradual, until reaching information saturation. Accordingly, the sample in this study consisted of 15 people. A brief description of respondents are as follows (Table 1).

Table 1: Characteristics of study sample

INTERVIEWEE	EDUCATION	AGE	GENDER	ORGANIZATION
Code 1	PHD in tourism management	45	male	Cultural Heritage, Handicrafts and tourism organization
Code 2	PHD in tourism planning	47	female	The Governor (Ostandari)
Code 3	PHD in urban planning	57	male	Mashhad Municipality
Code 4	Master in tourism planning	35	male	The Governor (Ostandari)
Code 5	Bachelor of tourism planning	43	male	Mashhad Municipality
Code 6	R&D project Manager	62	male	The Governor (Ostandari)
Code 7	Bachelor of Social science	27	male	The Governor (Ostandari)
Code 8	PHD student in social tourism	40	female	Mashhad Municipality
Code 9	PHD in strategic management	38	male	Mashhad Municipality
Code 10	PHD in Geography and tourism management	55	male	Cultural Heritage, Handicrafts and tourism organization
Code 11	Bachelor of Urban planning	30	female	Cultural Heritage, Handicrafts and tourism organization
Code 12	PHD student in social science	38	male	Astan Quds Razavi
Code 13	PHD in strategic management	60	male	Astan Quds Razavi
Code 14	PHD in strategic management	54	male	Astan Quds Razavi
Code 15	Master in historic science	42	female	Cultural Heritage, Handicrafts and tourism organization

2.2. Data analysis

All data were inputted into the MAXQDA software for analysis. In MAXQDA, analysis and evaluation can be done by sorting materials into groups, using a hierarchical coding system, defining variables, and assigning colors and weights to text segments. Analysis of data has been done using open coding, axial and selective coding (Strauss and Corbin, 2006: 20). In the present study, the raw data which obtained from interviews have been conceptualized through the process of coding and key concepts about non-cooperation in organizations extracted from the available information.

3. Findings

To obtain analytical model of inter-organizational cooperation, it was necessary to classify the central themes which derived from the interviews into three classifications: factors, challenges and consequences (Table 2).

Table 2: Classification of key concepts

Factors	challenges	consequences
• lack of an integrated tourism management; • lack of a systematic approach; • weak legal structure; • poor planning; • weakness of the policy-making system.	• lack of transparency in legal obligations; • individual-based decision making model; • resource shortages; • unskilled manpower and professionals; • informal and cross-sectional cooperation; • weakness of division of labors; • weakness in distribution and efficient allocation of resources; • lack of the management skills.	• tourist confusion; • tourist dissatisfaction; • drop in length of a stay; • decrease of destination loyalty (repeat visits); • lack of trust between organizations; • lack of participation in tourism destination development.

3.1 *Lack of an integrated tourism management*

From the participants' perspective, among the significant causes of noncooperation between tourism-related organizations is "the lack of an integrated tourism management":

"… In my opinion, the inter-organizational relationship is chaotic, disjointed and incoherent. Fragmented management is a significant impediment to cooperation in these organizations. Every organization does its own work, unless in special occasions. For example, in the New Year, the governor calls for all related-tourism organizations to come together and find best solutions in tackling tourist destination problems. Partial view and individual-based is dominant...." (Code 1. Interview. 15 June, 2015).

One of the respondents indicated *a lack of commitment to* each other as their reason for *non-collaboration:*

" ….. Reasons for non-collaboration between organizations are due to partial planning, individual-based decisions; in a sense, this is a kind of division and disparity between organizations; the same as most of the administrative structures in the country......... ". (Code 5. Interview. 3rd of July, 2015)

The review of participant' interviews also showed that the lack of integrated management leads to a high monopoly power on behalf of some related organizations:

"…..Astan Quds Razavi does not have any cooperation with other organization and considers itself as the grand custodian of the Holy Shrine of Imam Reza and the only organization which is fully responsible for Haram and so offers no services to pilgrims and tourists out of the Razavi Holy shrine…." (Code 13. Interview. 11 August, 2015).

Another interviewee believes:

" …..The custodian of the holy shrine provides services to religious tourists only in specific geographic area around the Haram…." (Code 3. Interview. 20 June, 2015).

"….Astan Quds Razavi is a powerful organization with great financial resources. But no one dare to control, audit or to criticize its management. No tax, no inspect, no control …..." (Code 1. Interview. 15 June, 2015).

According to Lemaire and Viassone (2015) the framework of tourist destination Governance is based on 5 different variables: network vs. hierarchy; cooperative vs. non-cooperative behavior; consensus/involvement vs. non-consensus/non-involvement; openness vs. closure and political trust. So, it can be said that the development of a tourism destination is a complex task due to the interdependence of multiple stakeholders and fragmented control over a destination. So, non-cooperative behavior and non-consensus leads to poor management of a destination.

3.2 Lack of a systematic approach

Some participants declared that another effective factor that impedes the collaboration between organizations is "the lack of a systematic approach to tourism management". Any organization, based on their interests and needs and without considering the requirements of other agencies, make decisions and take actions which result in organizational conflicts. One of the interviewee emphasized that the improper distribution of tourism benefits is related to a lack of systematic thinking:
"…..to be in their place, organizations should be perceived as a system, act based on systematic approach, and each have a specific responsibility. So that everyone can benefit from tourism…" (Code 8. Interview. 21 June, 2015).
One of the interviewee declared that weak relationships between organizations are due to a lack of systematic thinking and acting separately:
"…. all organizations in Mashhad act separately and don't consider the interests of others. This can damage the tourism industry…." (Code 14. Interview. 4 August, 2015).

3.3 Lack of a legal structure

According to some participants, lack of a legal requirements or lack of an integrated vision document for tourism management are other challenges that hinder the cooperation between organizations.

"….. Non-cooperation results from the lack of clear vision document for the province and for the country. Each acts separately so that sometimes thwarts each other's good movements…." (Code 13. Interview. 11 August, 2015).

."…….. limitations of organizational communication are as thoes in goverment organizations. Some of these limitations associated with the lack of financial resources, poor planning, unskilled manpower and ambiguity in organizational regulations ….." (Code 9. Interview. 26 June, 2015).

Interaction or networking between organizations could help them increase efficiency. But according to participants, "lack of legal structure" impedes formal interactions between organizations. This is due to a lack of high level document. As one of the interviewee says:
"… Interactions are based on informal cooperation, if there were a strong high level document, all organizations would require complying with. This would be a formal framework" (Code 6. Interview. 27 July, 2015).
UNDP (1997) defined the governance as mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences". It is clear that lack of these processes and legal requirements in destination under question has led to non-cooperation between institutions.

3.4 Poor planning

"Poor planning" is another effective factor that prevents inter-organizational cooperation. This effect on skilled manpower:

"……Intellectual committees and consultative committees should be established. There should be capable, committed and qualified to interact with other organizations and institutions….." (Code 4. Interview. 23 July, 2015).
In this regard, another respondant said:
" ……….. there is no integrated institution for tourism in the provience ………, there is no plan for pilgrims or tourists ….. " (Code 3. Interview. 19 June, 2015)
It is obvious that planning is a very important task for managers and it is closely related to their responsibilities. However, there is no specific agenda; in other word, no plan for collaboration between organizations. The consequence of this disorganization is a failure to achieve effective management for a major tourist destination

3.5 Weakness of a policy-making system

One effective factor influences the non- cooperation between organizations is "Weakness of a policy-making system". One of the participant said that it is due to the legal and regulatory constraints:
"… In fact, we have no legal vacuum; we have multiple guidelines and deterrent laws…
She continued:
….."In status que, related- tourism organizations in Mashhad each have their own input for tourism development and tourist attraction…." (Code 2. Interview. 18 June, 2015).

One of the interviewee insisted that the non- collaboration is the result of imbalance between decision making and controlling. As Müller and Kreis-Muzzulini, (2005) said:

● Who is to account for managerial decisions?
● Who is responsible for selecting management staff members?
● How are managerial decisions regulated?
● Who controls managerial decisions?
● Who is legally liable for managerial decisions?
● How can transparency within the organization be guaranteed?
● How is internal and external communication organized?

"…. Each organization has its own rules and regulations for tourism that many of them are in conflict with each other….."(Code 11. Interview. 9 August, 2015)

4. Discussion

As it is showed in analytical model for collaboration between organizations (Figure 1), it can be said that the lack of governance in Mashhad metropolitan influenced by several factors: the most important factor is the lack of a systematic approach to the tourism management of Mashhad. This lack of systems thinking somehow associated with the lack of integrated tourism management. On the other hand, the absence of a unified

system and a high level coordinator influenced by the lack of legal structure and absence of a unified vision document which also affect the planning system.

Poor planning and the weakness of policy-making system have mutual relationship. The combination of these factors has caused challenges of non-cooperation between organizations. The study of Mafi and Saghaei (2009) proves these challenges. They examined the MS -SWOT model application in tourism management analysis in Mashhad metropolis and concluded that just Mashhad municipality has positive operation. Two others organizations (Astan Quds Razavi and Cultural Heritage, Handicrafts and tourism organization of Khorasan Razavi) have acted poorly and faced numerous exogenous challenges and threats. GHasemi (2012) examined the fragmentation of management of religious-cultural related-tourism organizations in metropolis of Mashhad and found out multiple of management organization and the lack of interaction and partnership between tourism organizations led to parallel work, the loss of capital and labor, activity limitations and weaknesses of the tourism system in the city and region

On the other hand, various management bodies and lack of interaction and participation between tourism organizations in Mashhad led to parallel work; wasting capital and manpower; activity gaps and as a result the weaknesses of providing services in tourism sector (Ghasemi, 2012). So, integrating tourism management and finding solutions jointly with involvement of all stakeholders is necessary for urban tourism in Mashhad. In other words, to achieve good governance for tourism, the context of interaction, participation and cooperation of all related organizations and institutions should be provided within an organizational context in order to protect welfare and dignity of pilgrims of Imam Reza (A.S).

The weakness of the legal structure is another factor that affects integrated tourism management and causes a kind of individualism. As Pastras (2012) noted the lack of governance and obstacles to tourist destination development is due to internal and external weaknesses of government agencies. STEVIC (2012) in examining the concept of governance and its particular relation with tourism destinations, and to investigate this concept in the particular case of the UNESCO World Heritage Site of Oporto found out the whole set of stakeholders have to collaborate and cooperate in order to protect, preserve, promote and sustainably develop tourism at these Sites. It shows individualistic behavior originated from the lack of interactive governance in tourism, especially when it comes to governing composite and multifaceted areas. Non collaboration is due in part to poor planning at organizational level. It creates a shortage of skilled labor and resources which, in turn has mutual relationship with informal and temporal cooperation. According to Beritelli (2011) features attributed to organizations (e.g. hierarchy, influence, knowledge, and expertise) are important components for collaboration in a tourist destination. But in this study, the managers' capability and skill in communicating with others has failed and these communication failures caused non-cooperation between organizations.

Lack of transparency in legal obligations is another challenge which is related to the weakness of division of labors and therefore leads to an improper resource distribution. In a sense, some organizations undertake more tasks to tourism than the others and some gain more profit from this industry. According to Alipour, et al. (2011),

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sustainable tourism planning cannot be implemented unless institutions restructure their behaviors (i.e., the formal policy process) in close cooperation with the industry's stakeholders (i.e., informal elements). The existence of high-level organization and a coordinator for more supervision on organization's performance and developing a unified vision document, where the tasks of each institution is well defined, will ensure that all organizations equally share in the profit and loss of tourism impacts.

From the strategic lens, organizations are mechanical system designed to achieve specific goals. Action in this context comes from planning. Effectiveness occurs through the design of linking mechanisms and alignment mechanisms. Linking mechanisms ensure that information and other resources "flow effectively and efficiently" between key activities and groups (Ancona et al. 2004). This leads to the exchange of information and resources between organizations. Planning is the basic function of any organizational management, designing the interaction and communication plan with involved groups in tourism is also the responsibility of management. So, the planning should be compatible with other related organizations in a tourist destination. But as we view in this paper every organization has its own rule and regulation which leads to individual-based decisions and hinders the realization of governance.

As it is said before, there are two main types/approaches on cooperation, namely the formal, contract-based and the informal relation-based one. Both approaches could be seen as complementary or alternative perspectives in the discussion of cooperation (Lee & Cavusgil, 2006). While formal contract-based cooperation is often a subject of research for cooperative behavior between institutions and administrative and governing bodies (Martin & Simmons, 2005), informal relation-based cooperation is distinctive for cooperation in regions and communities (Aas et al. 2005; Timothy, 1998). As this paper focused on organizations, the formal contract-based cooperation is more important. Although it shows that one of the main challenges facing organization is informal relation-based cooperation which impedes the realization of governance in Mashhad.

The outcome of all of these challenges causes the lack of cooperation between organizations and creates consequences including tourists' dissatisfaction, tourists' confusion, confusion and dissatisfaction of tourists; drop of length of tourists; decrease of destination loyalty (repeat visits); lack of trust between organizations and lack of participation. However, these consequences apply only to a part of the sustainable development components, their outcomes has led to the failure of tourist destination management. If this situation continues, the vicious circle can go on.

Figure 1: Analytical Model of Noncooperation between related-tourism organizations in Mashhad (Own illustration)
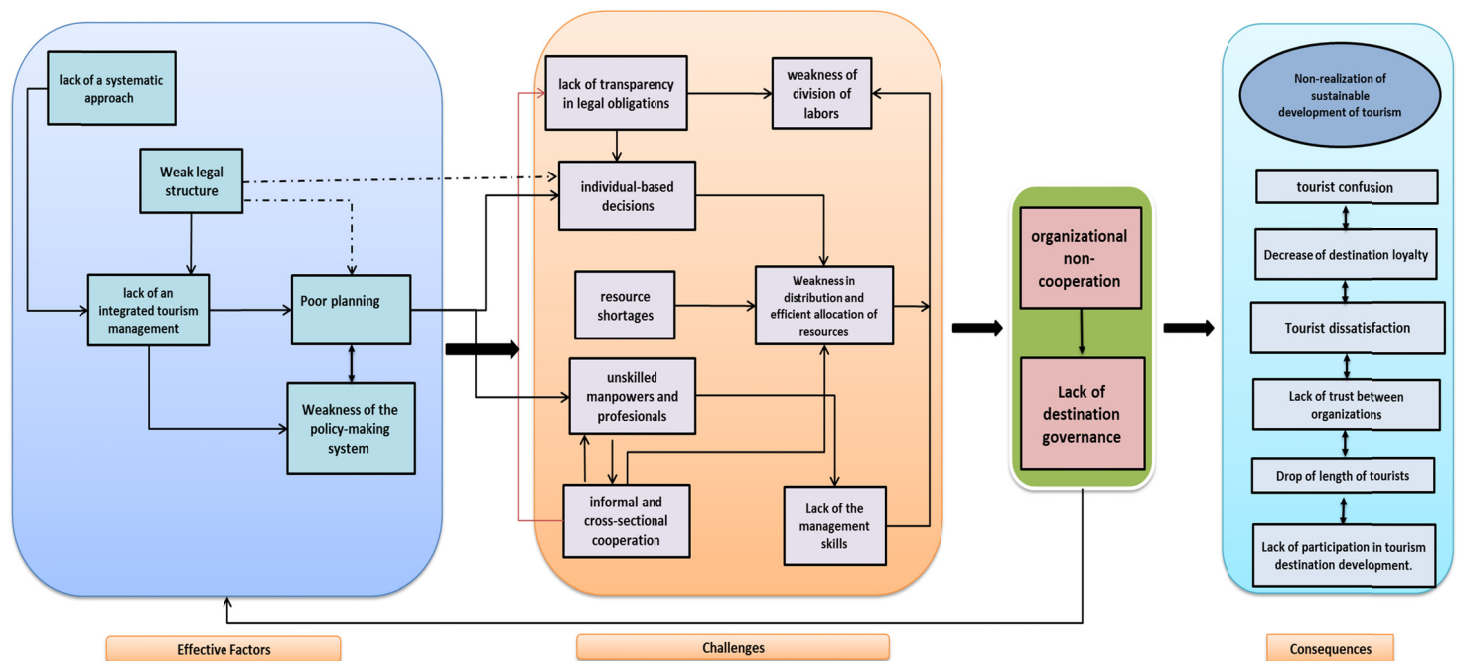
Conclusion

Generally speaking, partial planning has no efficiency in tourism management system; but integrated development planning based on role taking of local community and all stakeholders and partners provides the proper context for sustainable tourism development. In a network democratic platform, if there be a horizontal tie between actors, while competing in the market they can work together toward a common goal. This cooperation result in greater synergy between the stakeholders and influential institutions.

Since Tourism destination management is an emerging research subject, the innovation of this paper is that to analyze management from the perspective of organizational cooperation in an important tourist destination. Also, the qualitative methodology in this paper is innovative; because most of the research method in these areas tends to use quantitative method in Iran. Furthermore, the findings of this paper advance our knowledge in the field of destination management. In this regard, the study not only addresses a new research agenda but also fills a knowledge gap in the field of organizational collaboration and sustainable tourist development. Focus on each of these findings and more research on this field, the causes of non-cooperation between the organizations and rules and regulations governing organizations can be reviewed.

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