This paper develops a conceptual framework for analyzing IO Orchestration, a governance approach which is widely used by international organizations (IO) to attain their goals but hardly analyzed. The paper conceptualizes Orchestration as an indirect and soft mode of governance to be distinguished from traditional governance by regulation which addresses the targets of governance directly through hard governance instruments. It also distinguishes Orchestration from both collaborative governance by self-regulation (which is soft, but direct) and governance through delegation (which is indirect, but hard). Accordingly, IOs act as Orchestrators when they enlist intermediary actors on a voluntary basis by providing them with ideational and material support in order to achieve governance goals with respect to target actors. Based on this conceptualization, the paper develops a framework for analyzing the conditions under which IOs rely on Orchestration.