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**Orchestration Spaces in the long-term development of shared information infrastructures in inter-organizational ecosystems:  
Case on the early orchestration of a regional interoperability platform in NHS England**

**Abstract**

Inter-organizational developments of shared digital platforms in interdependent and complex ecosystems of organizations, practices, platforms, and data, involve couplings between interrelated subsystems (Isckia, De Reuver, & Lescop 2020). The development of IIs is shaped by aspects like in-the-making design and use (Karasti & Baker, 2004) (Pipek & Wulf, 2009) (Karasti, et al., 2018), the multiplicity of agendas, contexts, and user bases involved (Reimers, et al., 2014) (Star & Ruhleder, 1996), the installed base from where they evolved (Hanseth & Monteiro, 1998), and the existing systems and practices that restrict design scope (Monteiro, et al., 2013). Such developments are characterized by the multiplicity and heterogeneity of actors, the complex distribution of knowledge, and the diversity and asymmetries of systems of the installed bases. In scenarios without traditional command and control, the stakeholders need to find their own ways to organize and contribute in a non-hierarchical way (Ansari, Garud, and Kumaraswamy 2016) (Dattée, Alexy, and Autio 2018) (Autio 2021), a collective process that can be complex and uncertain. Using multi-sited longitudinal qualitative research, this paper presents the first five years of development of a regional interoperability platform in England's National Health Service (NHS). Complex long-term development of an inter-organizational digital infrastructure, which governance is neither top-down nor bottom-up, and where participants had to find ways to organize themselves to orchestrate, and recurrently converge and make sense of a diffuse vision of interoperability. This paper reflects on two elements: First: the initial and long-term mobilization of actors where the development of information infrastructure is constantly shaped by recurrent mobilization, convergency, and ongoing interaction of heterogenous arrays of actors. Second: the social space where such convergence happens, and the development of an II is shaped.

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