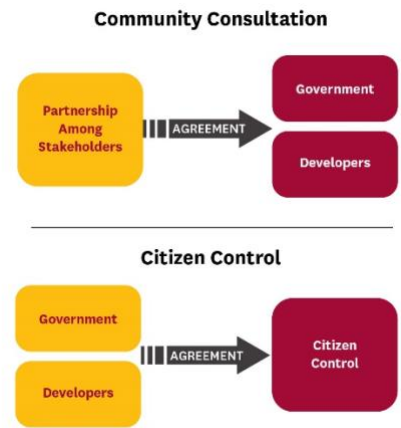


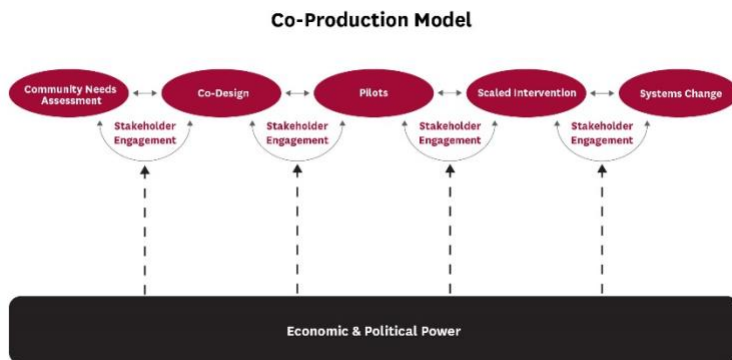
## The Difference Between Citizen Control and Co-Production

The citizen participation framework that Sherry Arnstein introduced in her 1969 article “A Ladder of Citizen Participation” still dominates modern perspectives of how citizens can and should be involved in planning and public sector decision-making. Arnstein’s framework promotes citizen control as the ideal citizen participation goal (Figure 1), which is viewed to guarantee that participants can govern the programs and institutions that intimately affect them. However, citizen control does not sufficiently lessen the political and economic power differences between stakeholders that minimize community influence over local decision-making. Ideally, citizen control results in communities making decisions and implementing interventions on their own. However, once a decision is reached, the responsibilities for implementation are either handed off to government and/or developers (Figure 1) – effectively reducing citizen control at a critical stage – or handed off to citizens without the resources and support needed to effectively execute this work and produce equitable outcomes. Even if citizens have decision-making power and self-governance, the power and resource disparities that marginalized groups face can undermine community goals and result in outsiders coopting the deliberation and implementation processes.



*Figure 1. In the citizen control model, institutions initially consult the community for their input and then eventually give participants the responsibility of self-governance and implementation, often without necessary resources and support.*

To address the limitations of the citizen control model, Rosen and Painter (2019) offer an alternative model of civic participation called co-production (Figure 2), intended to create a dynamic, iterative, ongoing approach to dismantle barriers to influential community participation as they arise. Co-production attempts to produce community ownership of the local decision-making process by facilitating long-term, sustained community participation and the sharing of resources, power, and decision-making authority at every step of the planning process, from defining problems to creating and implementing interventions. The co-production model not only places a strong emphasis on planning for marginalized communities through incremental change pushed forward by democratic participation and engagement, but also highlights the need to challenge existing power structures at every step of the way, both within and external to government institutions and processes.



*Figure 2. In the co-production model, economic and political resources are shared equitably among stakeholders and inputted iteratively at each stage of the planning process via community and stakeholder engagement.*