Final Consultant Report: Redistricting Alternatives for the City of Lake Worth Beach

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Introduction

The City of Lake Worth Beach contracted with Florida Atlantic University (FAU) to conduct an analysis of their City Commission election districts. The contract outlines a two-part process: Part A, a population analysis of the current election districts and recommendation for redistricting and Part B, if necessary, the creation of redistricting options for the City. On September 7, 2022 the FAU redistricting team submitted the District Analysis for the City of Lake Worth Beach that provided a population analysis of the existing City Commission Districts, a population projection through 2024 for the Commission Districts and a recommendation to proceed to Part B of the contract. The City Commission at their September 12, 2022 meeting voted to proceed to Part B of the contract, creating map alternatives for the City Commission election districts.

This report transmits redistricting map alternatives (Part B) for dissemination to the City Commission and public as part of the City's redistricting process. The population data used to create the map options is from the 2020 U.S. Census apportionment dataset, adjusted for future growth to the year 2024.

The Final Redistricting Alternatives report summarizes the input obtained during the City Commission meeting held on October 6, public meetings held on October 13, 2022 and October 15, 2022 as well as direction from the November 1, 2022 City Commission meeting. Further, to increase public access to the redistricting process, the City has created a webpage; <u>https://lakeworthbeachfl.gov/redistricting/</u> to disseminate the redistricting map alternatives, reports and public comments.

Redistricting Criteria and Data Sources

The City's Charter defines the geographic boundaries of the election districts, but does not clarify the process as to how and when election districts should be evaluated. To conduct the City's redistricting process, the consultant has used the following standards by which rational districts are developed nationwide and which are supported by case law and practice throughout the nation:

- 1) Reasonable population equality across districts:
 - Districts should have approximately the same number of people when all persons, regardless of age, are counted. Ideal district size is based on the total population divided by the number of districts.

- Redistricting should adhere to Section 2 of the Voting Rights Act of 1965, as amended and interpreted through case law. This criterion requires that minority population clusters be respected in the development of district boundaries. Arbitrary dilution and other discriminatory practices are prohibited.
- Redistricting should adhere to Florida's Fair Districting Amendment.
- Although deviations should be avoided wherever possible, there must be no more than a 10% overall deviation from the ideal size across districts.
- 2) Geographic contiguity and appropriate compactness:
 - Follow major natural and manmade boundaries to the extent possible in defining boundaries of voting districts.
 - Maintain the integrity of communities of interest based on race, life cycle/age, income, and other community identity characteristics such as subdivisions.
 - Minimize the degree of change in pre-existing patterns of districts, to promote continuity of citizen identification with a district.
 - Maintain district compactness and spatial contiguity. A compact shape for each district will be sought in each redistricting option presented to the city.

The first criterion is of primary importance; the second is significant in guiding decisions in reaching reasonable population balance.

In developing revised Lake Worth Beach City Commission election districts, the spatial units used in composing or building the districts are residential housing subdivisions (communities) and U.S. Census blocks. Subdivisions are typically homogeneous in their housing characteristics and thus serve households with broadly similar interests. Therefore, district borders are typically subdivision boundaries and associated major roadways or other obvious physical features. U.S. Census blocks are typically subunits in subdivisions and are the smallest spatial unit used in tabulating Census data.

Lake Worth Beach City Charter

This redistricting process was motivated by a change to the City's Charter that was approved March 8, 2022. This change provided for election of City Commissioners by District rather than City-wide (the mayor will continue to be elected City-wide). This Charter amendment led to a concern about possible imbalance in population across the current districts, which presently divide the City into four quadrants without any

consideration for population equity.

The Charter does not provide procedural language pertaining to redistricting or evaluation of election district population. However, Article II (Territorial Boundaries: Election Precincts) Sec. 2 – Election Districts, defines the boundaries of the current districts:

The City of Lake Worth is hereby divided into four (4) election districts, as follows: District 1. All that territory lying west of Dixie Highway and south of Lake Avenue. District 2. All that territory lying west of Dixie Highway and north of Lake Avenue. District 3. All that territory lying east of Dixie Highway and north of Lake Avenue. District 4. All that territory lying east of Dixie Highway and south of Lake Avenue.

Current Districts

An Evaluation of the Existing Districts:

Referring to the 2020 Census Blocks, the City of Lake Worth Beach has a population of 42,219, which implies that the ideal district size for each of the four election districts is 10,555 people. District 2 is the largest district with 14,149 people and District 4 is the smallest District with 6,539 people. Based on 2020 data, the election districts have a total deviation of **133.31%** and a spread between the largest and smallest districts of **72.10%**. Based on the 2020 Census Block data, the current districts are well above the 10% deviation (spread) threshold used to evaluate election districts for population equity.

An Evaluation of Future Growth:

To ensure that any recommendations for redistricting reflect the most up-to-date information about population growth, they are based on projections to 2024. City staff identified developments that were not included in the 2020 Census counts but are expected to be constructed and occupied by 2024. The projected population was amended after the submission of the initial Part A report. Following discussions with the City Commission and City staff, February of 2024 was specified as the new planning horizon for this Redistricting project. Consequently, the FAU team reduced the projected new units total from 1,554 to 1,364. The reduction in units resulted in a projected population growth of 3,958 instead of 4,508.

Table 1 – City of Lake Worth Beach

Subdivision	Units	Population	Current	Completion
Cubarvision	Onits	Estimate	District	Date
The One	14	41	4	2020
The Mid	230	667	2	2021
Aviara	49	142	3	2022
The Bohemian	200	580	1	2022
129 South K Street	4	12	4	2023
1303/1305 Lucerne Avenue	4	12	2	2023
15 North E Street	2	6	2	2023
211 Ocean Breeze	3	9	4	2023
230 North L Street	6	17	3	2023
320 Lake Osborne Drive	6	17	1	2023
509 North H Street	3	9	2	2023
Advantix	189	548	2	2023
Alora	12	35	4	2023
Casa Bella	18	52	2	2023
Deco Green	125	363	2	2023
Detroit Street Apartments	81	235	2	2023
Lake Worth Apartments	24	70	2	2023/2024
Lake Worth Station	81	235	2	2023/2024
Serendipity	12	35	2	2023/2024
Solimar	8	23	3	2023/2024
The Avery	200	580	2	2023/2024
The Cloisters Phase III	15	44	4	2023/2024
The Lord's Place	7	21	4	2023/2024
The Perch	18	52	2	2023/2024
Village Flats Phase I	41	119	2	2023/2024
Village Flats Phase II and III	12	35	2	2023/2024
	1,364	3,959		

Population Estimates for Approved Developments

Note: The U.S. Census average persons per household (2016-2020) for the City of Lake Worth Beach (2.9) was used to calculate the population estimate, rounded to the nearest whole number.

Population projections were established for each of these projects by multiplying the number of units by the Persons Per Household (PPH) value established by the U.S. Census American Community Survey for the City of Lake Worth Beach (2016-2020): 2.9 (with the result rounded to the nearest whole number).

These results are listed in **Table 1** above. (Note: Population projections were made at the Census Block

level, rather than on a project-by-project basis. Rounding error will thus produce a slight discrepancy in the population column if the reader attempts to multiply the total units per project by the PPH value, rather than summing the projected population for each block, as was done in this case.) In total, 3,958 people will be added to the city's total population count, with the majority (3,018) being allotted to the District 2 population count.

Accounting for this anticipated growth, the 2024 projected population for the City will be 46,177. Dividing by four puts the projected average population for each district at 11,544. The **Existing Districts Map** and **Table 2** show the geographic boundaries and projected population counts for the current districts. The district with the greatest projected population is District 2 with 17,166 residents; the district with the smallest projected population is District 4 with 6,701 residents.

Current Districts	2020 Population	% of City	Deviation From Average	2024 Population Projection	% of City	Deviation From Average
District 1	13,996	33.15	32.60%	14,593	31.60	26.41%
District 2	14,149	33.51	34.05%	17,166	37.17	48.70%
District 3	7,535	17.85	-28.61%	7,717	16.71	-33.15%
District 4	6,539	15.49	-38.05%	6,701	14.51	-41.95%
Total	42,219	100	133.31%	46,177	100	150.21%
Average	10,555	25	33.33%	11,544	25	37.55%

Table 2 – Current Commission Districts – City of Lake Worth Beach2020 Enumeration and 2024 Population Projection

Under these projections, District 2 will account for the greatest portion of the city's population at 37.17%. This deviates from the theoretical average population of 11,544 by 48.7%. District4, the smallest district, has 14.51% of the population and deviates from the average by -41.95%. This represents a difference of 10,465 people between the two districts, and a spread of **90.65%** (48.7% + 41.95%). The sum deviation of all districts, meanwhile, is **150.21%** and the mean deviation is **37.55%**. As such, the current districts are severely unbalanced and the anticipated growth will exacerbate the situation. While the current district configuration is geographically compact and utilizes easy to understand boundaries consistent with the descriptions in the City Charter, the projected population imbalance exceeds the standard criterion for redistricting: there must be no more than a 10% deviation between districts.

The overall pattern of district boundary changes would need to increase the population of District 3 and District 4. This will, of course, necessitate an adjustment of their geographic boundaries where District 3 and 4 gain territory, while districts 1 and 2 lose territory.



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City of Lake Worth Beach



Alternatives

Given the necessity for redistricting, four alternatives were initially developed for review and discussion by the City Commission and the citizens of Lake Worth Beach. All of the map alternatives presented by the FAU team met the standard districting guidelines. Each map represented alternative ways to better balance district populations, while also keeping with the intent of the other identified guidelines.

The high degree of population inequality across districts means that significant changes to district boundaries are required to achieve compliance with redistricting standards. Consequently, all the proposed alternatives involve substantial modifications to current boundaries and impact nearly a quarter of the City's residents.

At the November 1, 2022 meeting, the City Commission, voted to accept map alternatives 2 and 3 for consideration; thus eliminating alternatives 1 and 4. Additionally, direction was provided by the City Commission to both create a fifth map alternative and to evaluate a publically provided map option. Upon evaluation it was discovered that the public proposal did not meet the required population standards as the spread between the largest and smallest districts exceeded 10%. However, the FAU consultant team modified the public submission and created a proposal that complied with population standards. During the various public meetings, hypothetical map configurations were discussed including an option described as a "layer cake" where the city would be split into four east–west bands that would sit one atop the another. However, following discussion, the Commission determined that approach should not be presented. This final consultant report presents a total of four map alternatives for consideration by the City Commission: Alternatives 2, 3, 5 and the Modified Public Proposal.

Alternative 1

The City Commission voted to remove Alternative 1 from consideration. For further details, refer to the Interim Consultant Report of September 25, 2022.

Alternative 3

Alternative 3 shifts territory in all the districts to achieve population equity. The impacts of these modifications on the districts' 2024 projected populations and geographic boundaries are reflected in **Table 4**, the **Existing vs. Alternative 3 Comparison Map**, the **Neighborhoods & Alternative 3 Map**, and the **Alternative 3 Map**.

Table 4 - Alternative Districts 3 - City of Lake Worth Beach

Alt. 3	2020 Population	% of City	Deviation From Average	2024 Population Projection	% of City	Deviation From Average
District 1	11,315	26.80	7.20%	11,436	24.77	-0.94%
District 2	10,121	23.97	-4.11%	11,606	25.13	0.53%
District 3	10,024	23.74	-5.03%	11,634	25.19	0.78%
District 4	10,759	25.48	1.94%	11,501	24.91	-0.37%
Total	42,219	100	18.28%	46,177	100	2.62%
Average	10,555	25	4.57%	11,544	25	0.66%

2024 Population Projections

Alternative 3 is a variant of Alternative 2 that creates a more compact and balanced District 1 while leaving District 4 unchanged. District 1's border extends north to 3rd Ave N, while the East-West border remains E Street. As with Alternative 2, this somewhat maintains the city's four quarters alignment, though again without a common intersection. Lake Worth Road remains the North-South border. The population balance between Districts 2 and 3 is improved by sacrificing the straight East-West border found in Alternative 2. It now makes several westerly jogs as it runs from the north to the south: first from Dixie Highway to the FEC railway south of Worthmore Drive, and then again to E Street south of 7th Avenue North. Seven neighborhoods are split in this alternative. The mean deviation of Alternative 3 is **0.66%**, while the spread between the largest and smallest districts is **1.72%** (0.94 + 0.78). Both measures are the lowest among the alternatives presented for consideration.



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Alternative 5

Alternative 5 shifts territory in all the districts to achieve population equity. The impacts of these modifications on the districts' 2024 projected populations and geographic boundaries are reflected in Table 5, the Existing vs. Alternative 5 Comparison Map, the Neighborhoods & Alternative 5 Map, and the Alternative 5 Map.

Table 5 – Alternative Districts 5 – City of Lake Worth Beach

	2020 Population	% of City	Deviation From	2024 Population	% of City	Deviation From
AIL S			Average	Projection		Average
District 1	11,220	26.58	6.30%	11,237	24.33	-2.66%
District 2	9,249	21.91	-12.37%	11,764	25.48	1.90%
District 3	11,293	26.75	6.99%	11,754	25.45	1.82%
District 4	10,457	24.77	-0.93%	11,422	24.74	-1.06%
Total	42,219	100	26.59%	46,177	100	7.44%
Average	10,555	25	6.65%	11,544	25	1.86%

2024 Population Projections

Alternative 5 was created by the FAU team based on input received from both the City Commission and members of the public throughout the redistricting process.

District 1's border follows Lake Worth Road to South A Street, then south to 4th Avenue South, then east to the FEC Railway, and then south and east to the municipal border. District 4's northern boundary follows Lucerne Avenue east to North Federal Highway, and then jogs north to 7th Avenue North, which it then follows and continues east to the municipal boundary. District 3 grows by obtaining the area north of Lucerne Avenue, east of North A Street and south of 10th Avenue North. Alternative 5 maintains the basic quadrant appearance of the existing district boundaries with improved deviations in contrast to alternative 2. The mean deviation of Alternative 5 is **1.86** %, while the spread between the largest and smallest districts is **4.56**% (1.90 + 2.66).



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Summary of Map Alternatives

All of the redistricting map alternatives achieve population equity by adjusting the geographic boundaries of the existing City Commission election districts, with districts 1 and 2 contracting and districts 3 and 4 expanding. Due to the extreme population deviation that exists between districts in their current configuration, it is unavoidable that a large number of residents will be moved to new election districts. In the case of Alternatives 3 and 5, approximately 10,000 residents are so moved. **Table 7** below compares each of the map options with respect to the population that they affect, the number of neighborhoods that they split, and their population deviation. Each of the alternatives reduces the spread between the largest and smallest districts to acceptable levels (less than 10%). Alternative 3 is the most balanced of the options presented having both the lowest spread and mean deviation. Alternative 5 provides population equity while addressing feedback received from both the public and the Commission during the public participation phase of this redistricting effort. Additionally, Alternative 5 is the only proposal that does not place two existing commissioners in the same election district; in Alternative 3, the Commissioners from districts 1 and 4 are placed into the same district.

Table 7 – Map Alternatives Summary Table – City of Lake Worth Beach2024 Population Projections

Configuration	Impacted	Split	Total	Mean	Sprood	
Configuration	Population	Neighborhoods	Deviation	Deviation	Spread	
Existing Districts	N/A	3	150.21	37.55	90.65	
Alternative 2	10,073	8	11.27	2.82	8.28	
Alternative 3	10,360	7	2.62	0.66	1.72	
Alternative 5	9,739	4	7.44	1.86	4.56	
MPP	15,067	5	4.24	1.06	3.39	

Appendix

The 2020 Census

There are two primary differences that make the 2020 U.S. Census stand out from those that preceded it: a significant delay in its release due to the COVID-19 pandemic, and the implementation of a new 'differential privacy' policy. We will briefly address both of these here for the sake of posterity and context.

The decennial census aims to capture a snapshot in time of the population of the United States of America. Understanding that the population is constantly changing, with births, deaths, and migration patterns continuously adjusting the fabric of the American people, Census Day represents a single moment in time for which the U.S. population is enumerated with the greatest precision possible. This day is always April 1st. By this date, every household in America received an invitation to participate in the 2020 census, with three options to respond: online, by mail, or by phone. 2020 represented the first census to include an online response option. Subsequent to this day is a period of time in which the U.S. Census Bureau follows up with non-responders and begins a quality control process. Traditionally, the Census Bureau would deliver an apportionment count to the U.S. President on December 31st, followed by a distribution of redistricting data to the states exactly one year to the day after Census Day: in this case, April 1, 2021.

However, due to complications caused by the COVID-19 pandemic, the Census Bureau sought statutory relief from Congress that would allow for apportionment counts to be delivered to the President by April 30, 2021, and redistricting data to be delivered to the states no later than September 30, 2021. Additionally, the Census Bureau compressed the typical three-month nonresponse follow up enumeration period to two and half months. Ultimately, redistricting data were released in a 'legacy format' on August 12, 2021. This delay inevitably and unavoidably complicated redistricting efforts for every electoral district in the nation. It also meant that the amount of error in the data, inherent to every census where 100% accuracy is impossible, would likely be greater in the 2020 census. The Census Bureau has since confirmed that the rate of missing information was higher in the 2020 census than in the 2010 census. However, they have also stated that this rate was lower than they initially feared.

The 2020 redistricting data are the first to employ 'differential privacy protection'. This represents the Census Bureau's introduction of 'noise' into the data at the more local geographic scale (Blocks and Block Groups) with the intent to strike a balance between data protection and precision. The effect is that while

the enumeration counts can be trusted at the Census Tract level, we must anticipate a certain degree of 'fuzziness' at the Block level. Specifically, while the aggregate count of population for a Census Tract will be accurate, a certain proportion of people and housing units will have been *deliberately* misallocated by the Census Bureau at the Block level. While this may not be problematic in the realignment of Congressional Districts, for example, it certainly represents a challenge for Municipal Districts, for which the geographic precision of Census Blocks is highly desirable.

Taken together, therefore, the complications related to the COVID-19 pandemic and the implementation of 'differential privacy' introduce a certain amount of additional uncertainty to the primary source of data for this analysis (2020 Census Redistricting Data (PL 94-171)) that is unprecedented. Nevertheless, these data remain the standard upon which municipal redistricting efforts shall be based across the nation.

District Demographics

The tables below depict the demographics taken from the 2020 U.S. Census for the existing commission districts and the four proposed alternatives. Note that the columns 'White' through 'Other' sum to the City's population total. These categories represent the U.S. Census' definition of race. The 'Other' column, which accounts for a significant portion of the city's population, represents all of those people who identified as belong to two or more races. The last two columns are 'Hispanic or Latino' and 'Not Hispanic or Latino' (the U.S. Census' classification of ethnicity) also sum to the City's population total.

Current Commission Districts - City of Lake Worth Beach

Expanded Demographics, U.S. Census 2020

District (Existing)	Total Population	White	Black or African American	American Indian and Alaska Native	Asian	Native Hawaiian and Other Pacific Islander	Other	Hispanic or Latino	Not Hispanic or Latino
1	13,996	3,785 (27.04%)	3,515 (25.11%)	993 (7.09%)	89 (0.64%)	8 (0.06%)	5,606 (40.05%)	7,422 (53.03%)	6,574 (46.97%)
2	14,149	4,490 (31.73%)	2,767 (19.56%)	1,087 (7.68%)	182 (1.29%)	14 (0.1%)	5,609 (39.64%)	7,740 (54.7%)	6,409 (45.3%)
3	7,535	5,056 (67.1%)	512 (6.79%)	134 (1.78%)	77 (1.02%)	6 (0.08%)	1,750 (23.22%)	1,950 (25.88%)	5,585 (74.12%)
4	6,539	3,149 (48.16%)	1,266 (19.36%)	237 (3.62%)	69 (1.06%)	0 (0%)	1,818 (27.8%)	2,245 (34.33%)	4,294 (65.67%)
	42,219	16,480 (39.03%)	8,060 (19.09%)	2,451 (5.81%)	417 (0.99%)	28 (0.07%)	14,783 (35.02%)	19,357 (45.85%)	22,862 (54.15%)

Alternative 2 – City of Lake Worth Beach

Expanded Demographics, U.S. Census 2020

District (Alt 2)	Total Population	White	Black or African American	American Indian and Alaska Native	Asian	Native Hawaiian and Other Pacific Islander	Other	Hispanic or Latino	Not Hispanic or Latino
1	11,594	3,504 (30.22%)	2,743 (23.66%)	670 (5.78%)	97 (0.84%)	4 (0.03%)	4,576 (39.47%)	5,997 (51.73%)	5,597 (48.27%)
2	10,420	3,467 (33.27%)	1,878 (18.02%)	899 (8.63%)	146 (1.4%)	13 (0.12%)	4,017 (38.55%)	5,572 (53.47%)	4,848 (46.53%)
3	9,446	5,636 (59.67%)	786 (8.32%)	294 (3.11%)	91 (0.96%)	7 (0.07%)	2,632 (27.86%)	3,179 (33.65%)	6,267 (66.35%)
4	10,759	3,873 (36%)	2,653 (24.66%)	588 (5.47%)	83 (0.77%)	4 (0.04%)	3,558 (33.07%)	4,609 (42.84%)	6,150 (57.16%)
	42,219	16,480 (39.03%)	8,060 (19.09%)	2,451 (5.81%)	417 (0.99%)	28 (0.07%)	14,783 (35.02%)	19,357 (45.85%)	22,862 (54.15%)

Alternative 3 – City of Lake Worth Beach

Expanded Demographics, U.S. Census 2020

District (Alt 3)	Total Population	White	Black or African American	American Indian and Alaska Native	Asian	Native Hawaiian and Other Pacific Islander	Other	Hispanic or Latino	Not Hispanic or Latino
1	11,315	3,541 (31.29%)	2,459 (21.73%)	774 (6.84%)	101 (0.89%)	6 (0.05%)	4,434 (39.19%)	5,804 (51.29%)	5,511 (48.71%)
2	10,121	3,297 (32.58%)	2,095 (20.7%)	691 (6.83%)	147 (1.45%)	11 (0.11%)	3,880 (38.34%)	5,330 (52.66%)	4,791 (47.34%)
3	10,024	5,769 (57.55%)	853 (8.51%)	398 (3.97%)	86 (0.86%)	7 (0.07%)	2,911 (29.04%)	3,614 (36.05%)	6,410 (63.95%)
4	10,759	3,873 (36%)	2,653 (24.66%)	588 (5.47%)	83 (0.77%)	4 (0.04%)	3,558 (33.07%)	4,609 (42.84%)	6,150 (57.16%)
	42,219	16,480 (39.03%)	8,060 (19.09%)	2,451 (5.81%)	417 (0.99%)	28 (0.07%)	14,783 (35.02%)	19,357 (45.85%)	22,862 (54.15%)

Alternative 5 – City of Lake Worth Beach

Expanded Demographics, U.S. Census 2020

District (Alt 5)	Total Population	White	Black or African American	American Indian and Alaska Native	Asian	Native Hawaiian and Other Pacific Islander	Other	Hispanic or Latino	Not Hispanic or Latino
1	11,220	3,222 (28.72%)	3,067 (27.34%)	586 (5.22%)	83 (0.74%)	6 (0.05%)	4,256 (37.93%)	5,503 (49.05%)	5,717 (50.95%)
2	9,249	3,081 (33.31%)	2,231 (24.12%)	233 (2.52%)	146 (1.58%)	10 (0.11%)	3,548 (38.36%)	4,495 (48.6%)	4,754 (51.4%)
3	11,293	5,651 (50.04%)	969 (8.58%)	971 (8.6%)	98 (0.87%)	10 (0.09%)	3,594 (31.83%)	4,961 (43.93%)	6,332 (56.07%)
4	10,457	4,526 (43.28%)	1,793 (17.15%)	661 (6.32%)	90 (0.86%)	2 (0.02%)	3,385 (32.37%)	4,398 (42.06%)	6,059 (57.94%)
	42,219	16,480 (39.03%)	8,060 (19.09%)	2,451 (5.81%)	417 (0.99%)	28 (0.07%)	14,783 (35.02%)	19,357 (45.85%)	22,862 (54.15%)