Consultant Report: City of Coconut Creek First Meeting of the Redistricting Board

April 21, 2026

Ronald R. Schultz, PhD
Professor Emeritus
Department of Geosciences

James Gammack-Clark, M.A., PhD Candidate
University Instructor,
Department of Geosciences

Michael Stamm Jr., MURP
Adjunct Faculty,
Department of Urban and Regional Planning

Florida Atlantic University

Introduction

The City of Coconut Creek has retained Dr. Ronald R. Schultz to assist the Redistricting Board in its work to provide the City Commission with a recommended spatial configuration of revised Commission Districts effective for 2029. Specifically, the new districts will facilitate the city's intent to reorganize the commission from five district commissioners to one elected mayor and four district commissioners. Dr. Schultz and his associates, Mr. James-Gammack-Clark and Mr. Michael Stamm Jr., have a long history of performing redistricting analyses for communities in South Florida. Most recently, since the availability of the 2020 U.S. Census population counts, the consulting team has worked with over a dozen South Florida municipalities in the examination and revision of their city council or commission districts. The main goal of these analyses was to balance the population across the districts while maintaining other district characteristics as much as possible. Workshops and public meetings were undertaken as input to the development of these alternative district shapes. Recommendations were then made for consideration by the city council or commission.

The City of Coconut Creek periodically establishes a Redistricting Board to examine its district configuration and make recommendations for adjustments when needed. This report to the Re-Districting Board examines the distribution of the city's population across both the City's current Commission Districts, and 5-tiered zones.

Data Sources

The 2020 U.S. Census apportionment dataset is the initial population base for the analysis. This is the standard data set used nationwide for Congressional, State Legislative, and Local Government (county, city, school, etc.) redistricting. However, we have added to the Census population counts the impact of new housing constructed in the city since the Census was conducted (April 1, 2020) and the projected population impact of new housing expected by 2029, the year the new districts will take effect. The new housing data is provided through Certificate of Occupancy records maintained by Coconut Creek and through entitlements, which are city-commission-approved land-use changes underway.

In developing revised city commission districts, the spatial units used to compose or build 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.

Redistricting Criteria

The framework or criteria guiding the development of revised district plans can be summarized as follows:

1) Reasonable population equality across districts:
    - Districts should have approximately the same number of people. All residents, regardless of age or other characteristics, are counted. The ideal district size is determined by dividing the total population 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 when developing district boundaries. Arbitrary dilution and other discriminatory practices are prohibited.
2) Geographic contiguity and appropriate compactness:
    - District boundaries should follow major natural and manmade features to the extent possible in defining the geography of election districts.
    - Districts should seek to maintain the integrity of communities of interest based on race, life cycle/age, income, and other community identity characteristics to the extent possible.
    - Where possible, districts should minimize the degree of change in pre-existing patterns of districts to promote continuity of citizen identification with a district.
    - Districts should be compact and spatially contiguous to the extent possible.
3) State of Florida Requirements:
    - Redistricting should adhere to Florida's Fair Districting Amendment. Voters approved this Amendment to the Florida Constitution in November 2010. It primarily addresses the formation of Florida's congressional and legislative district boundaries. Essentially, it codifies the above criteria and specifies that no district shall be drawn with the intent to favor a political party or an incumbent.

- Districts must not violate F.S. 166.0321. This recent legislation enacted by the Florida Legislature specifically states that local districts may not be drawn with the intent to favor or disfavor a candidate for, or a member of, the governing body based on their residential address. The legislation also establishes a timeline for adopting election districts. Specifically, it states:

  > *Each municipality shall, from time to time, fix the boundaries of its districts so as to keep them as nearly equal in proportion to their respective populations as practicable, provided that such changes may not be made in the 270 days before a regular general election for the governing body of the municipality. Districts may not be drawn with the intent to favor or disfavor a candidate for member of the governing body, or an incumbent member of the governing body based on the candidate's or incumbent's residential address. Any ordinance enacted or adopted by a municipality on or after July 1, 2023, which is in conflict with this section is void.*

Overall, the first criterion, population equity, is of primary importance; the second is significant in guiding decisions to reach a reasonable population balance; and the third is the State of Florida codifying these standards.

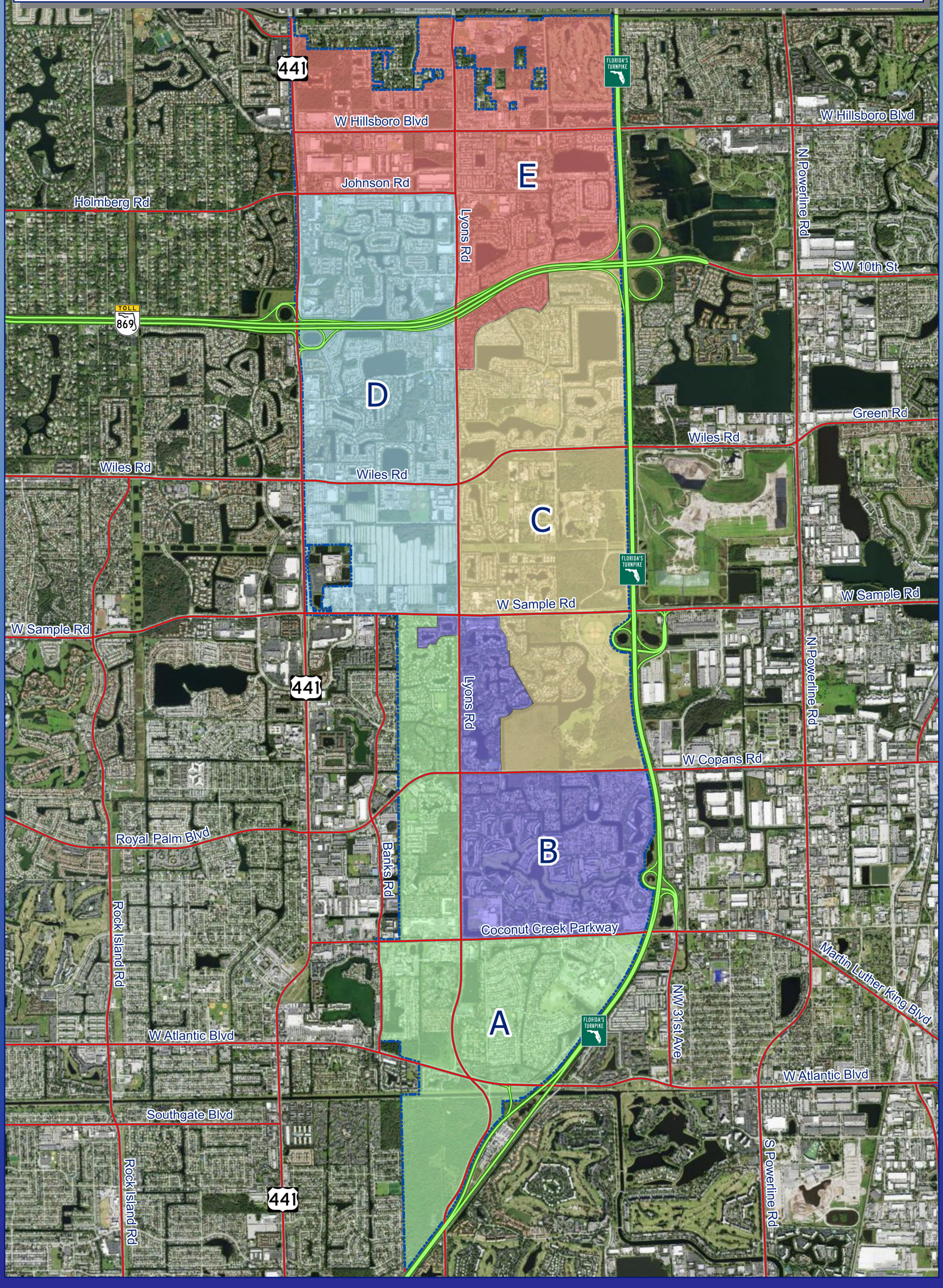
Current Districts

Table 1, Current Commission Districts Population, presents the US Census 2020 resident population count for Coconut Creek tabulated by the existing (current) districts. It also shows the estimated population for 2029. The 2029 column adds the population associated with new completed housing since the Census and expected residents in approved (entitled) housing units that will be completed in the Main Street development by 2029. The projected housing unit numbers are converted to a population estimate/projection using the 2020-2024 Persons Per Household (PPH) figure for Coconut Creek, obtained from the American Community Survey. This Census division surveys/samples what is happening across the country with respect to population numbers and characteristics during the years between the decennial census. The current PPH figure for the city is **2.39**. Map 1 shows the spatial configuration of the existing (2026) districts that correspond to the population tabulations in Table 1.

Table 1 shows that District C is the smallest district for both 2020 and 2029 and thus has the most negative deviation from the average district (-4.9% and –7.2%, respectively). In 2020, District E had the largest population. District D, meanwhile, would become the largest district in 2029 if it were to remain in its current configuration, as a product of the Main Street development.

Existing Commission Districts

Map 1 - City of Coconut Creek: 2026



Revision Date: 4/16/2026
Contact: James Gammack-Clark
Filename: Coconut_Creek.aprx
Sources: *Census 2020 Redistricting Data;* U.S. Census Bureau, FAU Department of Geosciences

Coconut Creek

Commission Districts

N
W E
S

1,500 0 1,500 3,000 Feet

City of Coconut Creek
4800 West Copans Road
Coconut Creek, FL 33063
Phone (954) 973-6770

The overall observation is that the current district populations in 2020 have not deviated significantly from one another. Currently, Main Street is the only significant development affecting future population.

Table 1 – Current Commission Districts – City of Coconut Creek
2020 Enumeration and 2029 Population Estimate

Current Districts	2020 Population	% of City	Deviation From Average	2029 Population Estimate	% of City	Deviation From Average
District A	11,439	19.8	-1.1%	11,458	19.3	-3.3%
District B	11,722	20.3	1.3%	11,722	19.8	-1.1%
District C	11,004	19.0	-4.9%	11,006	18.6	-7.2%
District D	11,435	19.8	-1.1%	12,812	21.6	8.1%
District E	12,233	21.2	5.8%	12,273	20.7	3.5%
Total	**57,833**	**100**	**14.2%**	**59,271**	**100**	**23.2%**
Average	**11,567**	**20**	**2.8%**	**11,854**	**20**	**4.6%**

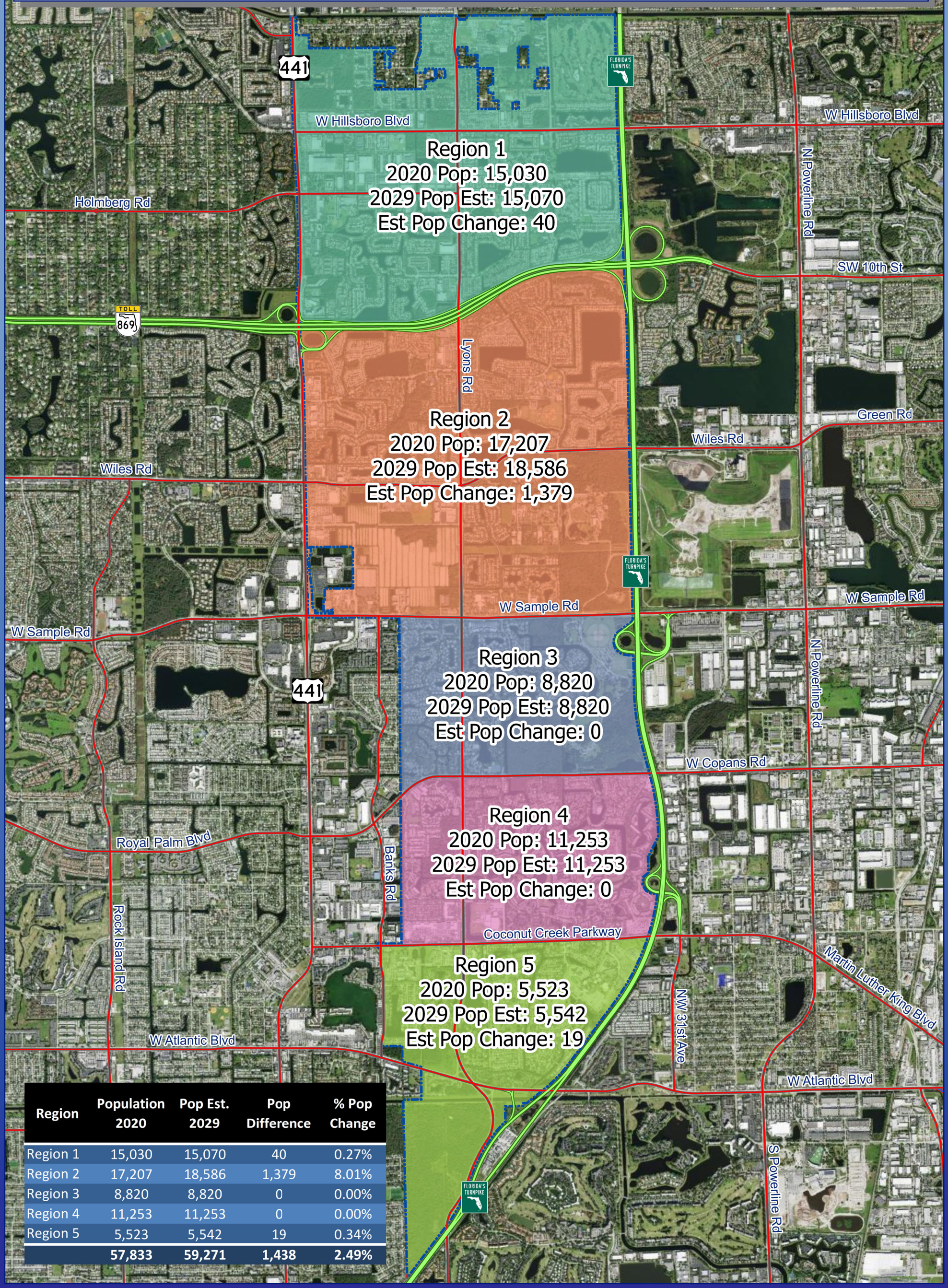
Table 2 presents the tabulation of post-2020 Census housing construction, completed and expected by 2029, incorporated into the 2029 column. All but 20 housing units are associated with the Main Street development. We have included Main Street units that are expected to be completed by 2029. Main Street is expected to continue to develop beyond 2029. We will come back to this after finishing our analysis using the projected 2029 population.

Table 2 – City of Coconut Creek
Population Estimates for New Construction: Post 2020 Census through 2029

Development	Units	Population Estimate	Current District	Completion Date
In the Pines - Klemow	16	38	E	**2020**
Casa Grande	6	14	A	**2028**
Main Street - Block 1	104	249	D	**2029**
Main Street - Block 4	472	1128	D	**2029**
District A SF Homes	2	5	A	**2029**
District C SF Homes	1	2	C	**2029**
District E SF Homes	1	2	E	**2026**
Total	**602**	**1,438**		

Population Change by Region

Map 2 - City of Coconut Creek: 2020 to 2029



Region	Population 2020	Pop Est. 2029	Pop Difference	% Pop Change
Region 1	15,030	15,070	40	0.27%
Region 2	17,207	18,586	1,379	8.01%
Region 3	8,820	8,820	0	0.00%
Region 4	11,253	11,253	0	0.00%
Region 5	5,523	5,542	19	0.34%
	57,833	**59,271**	**1,438**	**2.49%**

Revision Date: 4/17/2026
Contact: James Gammack-Clark
Filename: Coconut_Creek.aprx
Sources: *Census 2020 Redistricting Data;* U.S. Census Bureau, FAU Department of Geosciences

Coconut Creek
Commission Districts

N W E S

1,500 0 1,500 3,000 Feet

City of Coconut Creek
4800 West Copans Road
Coconut Creek, FL 33063
Phone (954) 973-6770

Tiered Regions

Map 2 provides another perspective on the population geography of Coconut Creek. Table 3 provides the 2020 and 2029 population within each of the 5 north to south tiered regions displayed in Map 2. Each region extends from the eastern border of the city (the Florida Turnpike) directly to the western boundary. Region 1 starts at the northern city boundary and is separated from Region 2 by the Sawgrass Expressway, Region 2 is separated from Region 3 by Sample Road, Region 3 is separated from Region 4 by Copans Road, and Region 4 is separated from Region 5 by the Coconut Creek Parkway.

Table 3 – City of Coconut Creek
Estimated Population Change by Region, 2020 to 2029

Region	Population 2020	Pop Estimate 2029	Pop Difference	% Pop Change
Region 1	15,030	15,070	40	0.27%
Region 2	17,207	18,586	1,379	8.01%
Region 3	8,820	8,820	0	0.00%
Region 4	11,253	11,253	0	0.00%
Region 5	5,523	5,542	19	0.34%
	57,833	**59,271**	**1,438**	**2.49%**

The largest tiered region in population in both 2020 and 2029 is Region 2 (17,207 and 18,586, respectively), the smallest is Region 5 (5,523 and 5,542 respectively). Region 2 includes the Main Street development. There has been very little new housing added to the city in the last 6 years.

Main Street

The Main Street development is a multi-year undertaking that is physically just getting started. Currently, housing is not projected to be completed until 2032. This is 6 years out. In this report, we include Main Street housing that is projected to be completed by 2029, the year the new 4-district commission takes effect. Projecting further ahead is very problematic. Developments are affected by many variables, not the least being national and local economic conditions. We believe the 2030 US Census will be a 'ground truth' event for Main Street. Re-evaluating commission district population and boundaries in 2031 (or 2032) after the 2030 Census data is released would be an appropriate time to examine the impact of this development on population balance across the districts.

Thinking Ahead

Before undertaking any actual redistricting analysis, it is helpful to identify several broad geographic patterns that may influence how future districts could be configured. The observations below are intended only to establish the general lay of the land and to frame discussion with the Redistricting Board; they do not constitute proposed district boundaries or draft plans.

Using the 2029 population projection of 59,271, the ideal population for each of four districts would be approximately 14,818 persons. At a general level, one possible approach would be to consider districts oriented primarily east-west across the city. Another would be to consider a more north-south configuration, with Lyons Road serving, to the extent practicable, as a dividing line between districts on the east and west sides of the city. Under either general approach, the eventual plan would first need to establish districts with sufficient population in the northern and southern portions of the city. From there, the remaining population in the central portion of the city would need to be divided in a manner that achieves balance across all four districts. Importantly, this effort will also need to consider the anticipated future growth associated with the Main Street development, which is presently under construction.

These observations are presented without our having undertaken any new districting analysis. That is our next task. At this point, we need to open discussion on basic district geography and any concerns that members of the Board may have.

Appendix

The 2020 Census

Two primary differences 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 brand new 'differential privacy' policy. We briefly address both issues, as they are central to understanding the 2020 U.S. Census population data.

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 continually adjusting the fabric of the American people, Census Day represents a single moment in time for which the U.S. population is enumerated with a high degree of precision. This day is 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 to allow 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 a half months. Ultimately, redistricting data was 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 inherent error in the data, common to every census, would likely be greater in the 2020 census than in previous ones. 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 is 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 data 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 population count for a Census Tract will be accurate, a certain proportion of people/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, this data remains the standard upon which municipal (and other) redistricting efforts nationwide are based.

District Demographics

Table 4 below presents race and ethnicity demographics taken from the 2020 U.S. Census for the city's existing Commission districts. The columns 'White' through 'Other' sum to the City's population total. These categories represent the U.S. Census definition of Race. The last two columns, 'Hispanic or Latino' and 'Not Hispanic or Latino', also sum to the City's population total. These two categories represent the U.S. Census classification of Ethnicity as presented in the apportionment data set. Race and Ethnicity are separate self-identified categories.

Table 4 – City of Coconut Creek Current Commission Districts

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
A	11,439	5,123 (44.79%)	2,947 (25.76%)	21 (0.18%)	321 (2.81%)	3 (0.03%)	3,024 (26.44%)	2,851 (24.92%)	8,588 (75.08%)
B	11,722	7,414 (63.25%)	1,400 (11.94%)	18 (0.15%)	279 (2.38%)	3 (0.03%)	2,608 (22.25%)	2,440 (20.82%)	9,281 (79.18%)
C	11,004	5,120 (46.53%)	1,865 (16.95%)	26 (0.24%)	577 (5.24%)	8 (0.07%)	3,408 (30.97%)	2,837 (25.78%)	8,168 (74.23%)
D	11,435	5,474 (47.87%)	1,943 (16.99%)	18 (0.16%)	586 (5.12%)	8 (0.07%)	3,406 (29.79%)	2,890 (25.27%)	8,545 (74.73%)
E	12,233	5,720 (46.76%)	1,456 (11.9%)	61 (0.5%)	449 (3.67%)	7 (0.06%)	4,540 (37.11%)	3,515 (28.73%)	8,718 (71.27%)
	57,833	**28,851 (49.89%)**	**9,611 (16.62%)**	**144 (0.25%)**	**2,212 (3.82%)**	**29 (0.05%)**	**16,986 (29.37%)**	**14,533 (25.13%)**	**43,300 (74.87%)**