



History of Palm Beach County's “County Farm, Home and Hospital”

By

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and

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Remote sensing survey undertaken for Palm Beach County's Facilities Department

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Acknowledgements

No investigation is undertaken independently and this undertaken is no different.

The Historical Society of Palm Beach County has always provided information on the county's past. Ms. Debi Murray and Rose Guerrero are true credits to the profession as they continued to provide information and documents for several weeks after our initial request.

This was an extremely labor intensive survey and could not have been completed without the help of several volunteers. Graduate students Mr. River Rice and Ms. Megan Heron and undergraduates Ms. Danae Ayra-Barboza of Florida Atlantic University and Mr. Caleb Bowman of Palm Beach Atlantic University. These people spent days pushing the Ground Penetrating Radar and GPS survey equipment across the property. If they were not willing to trade their time to learn how to use these pieces of geophysical equipment this survey would yet to be complete.

Executive Summary

The purpose for this report was to try to identify the location and extent of human burials at the County Home Property so plans to construct a new building on the property can proceed. This investigation entailed the employment of diverse remote sensing methods. While remote sensing techniques provide evidence of sub surface anomalies the nature of the recorded differences cannot be evaluated. A total of 26.8 acers were surveyed using one or more these methods. The remaining areas there were not surveyed because they are currently under buildings, roads or sidewalks or were not under consideration to be developed at this time.

The results of this undertaking are as follows (a map delineating the larger survey areas is on the following page):

- 1) The Southwest corner of the property where a church complex once existed was tested and found to contain few sub surface anomalies. This same area historically was a marsh/lake therefor it is unlikely any previously undocumented cultural resources are present.
- 2) The Western central portion of the property was also a marsh/ lake and was used as water catchment area into the 19estimated
- 3) s therefor it is unlikely any previously undocumented cultural resources are present.
- 4) The Northwestern corner of the property has been extensively developed and redeveloped since the 1930s. An indeterminate number of structures were located in this area. As such, it is not possible to accurately characterize the nature of remotely sensed subsurface anomalies in this area. It is highly recommended that the services of a cultural resource management firm be retained to evaluate the nature of these anomalies.

Along the southern edge of this area may be a minority/African American Burial site. This are should be exploded from further development or subject to extensive archaeological investigation and monitoring.

- 5) The interior areas/ developed areas of the property were not included in this survey but based on remote sensing likely contain extensive archaeological remains of previous structures including the first and second County Farm/Home structures dating from the first quarter of the 20th century.
- 6) The “pauper’s field” in the central portion of the property contained hundreds of subsurface anomalies. A good number of anomalies exist outside of the delineated bounds of the pauper’s field. A detailed list of recommendations for this area can be found in the results and recommendation section of this report. This area *is not* being considered for development.
- 7) The Northeast and Southeast portions of the property were not included as part of this survey since these areas were not being consideration for developed.



Sub survey areas within the larger project area.

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Introduction

The County Home property is located within the municipal limits of the City of West Palm Beach southeast of the intersection of North Australian Ave and 45th St and west of the FEC RR ROW (see figure 2). Figure 1 lists the property control numbers and respective owners within the project area.

Property Control Numbers (PCNs)	Owners
74434305010270010	Palm Beach County Government
74434305010270010	
74434305010270010	
74434309000003000	
74434304150000151	
74434305000080030	Palm Beach School Board
74434304150000093	Fl. State Children Youth and Family Services
74434305000080040	Fl. Dept. of Health

Figure 1. PCNs and owners within the project area.

The property is known to have contained numerous structures dating from pre 1917 through present day. The historical context of the County Home property is very complex given the number and diversity of the buildings and structures that were or are on the property and how their functions changed through time. For example, the property has been the local frontline for no less than five epidemics/pandemics: poverty (1917-present), tuberculosis (1900s-1940s), Syphilis (1920s-1940s); AIDS/HIV (1980s-present) and COVID-19 (2020-present). The property has also seen the evolution of incarceration to victims' rights via the construction of jails/prisons and juvenile detention centers as well as the victims services building all existed on the property at one time. These facts alone make the property historically significant within the county. Unfortunately, there are no physical links to this important history as all the buildings have been demolished. This is regrettable since many of the earliest County and City Commoners were directly involved in the creation and management of the complex.

The focus of this investigation will be twofold: first, is to identify where buried cultural resources may be located on the property. The second to evaluate the significance of these resources, as part of the due diligence for potential development to occur on the property at some time in the future. The resources were identified partially by pedestrian surveys but primarily through remote sensing techniques conducted on approximately 23 acres. The survey occurred from January 2022 through April 2022 with volunteers from Florida Atlantic University. The use of volunteers and the County Historic Preservation Officer resulted in a substantial savings to the county estimated to be between \$20,000 to \$50,000 had the survey been completed by a private sector company.

Of particular concern is the existence of a pauper's field cemetery which was associated with the County Home/Farm facilities that was in use from 1919/1920 until the 1950s. Several questions surround the location and extent of the cemetery: How far do the bodies extend in the paupers field? What happened to the burial records? The graveyard was in use during the segregation era were the minorities buried in a separate location. If so, where might that cemetery be located? Alternatively, could the minority burials have been entombed within a separate location in the larger pauper's field? Since these basic questions cannot be adequately answered it is necessary evaluate all areas of potential development for possibly containing undocumented graves.

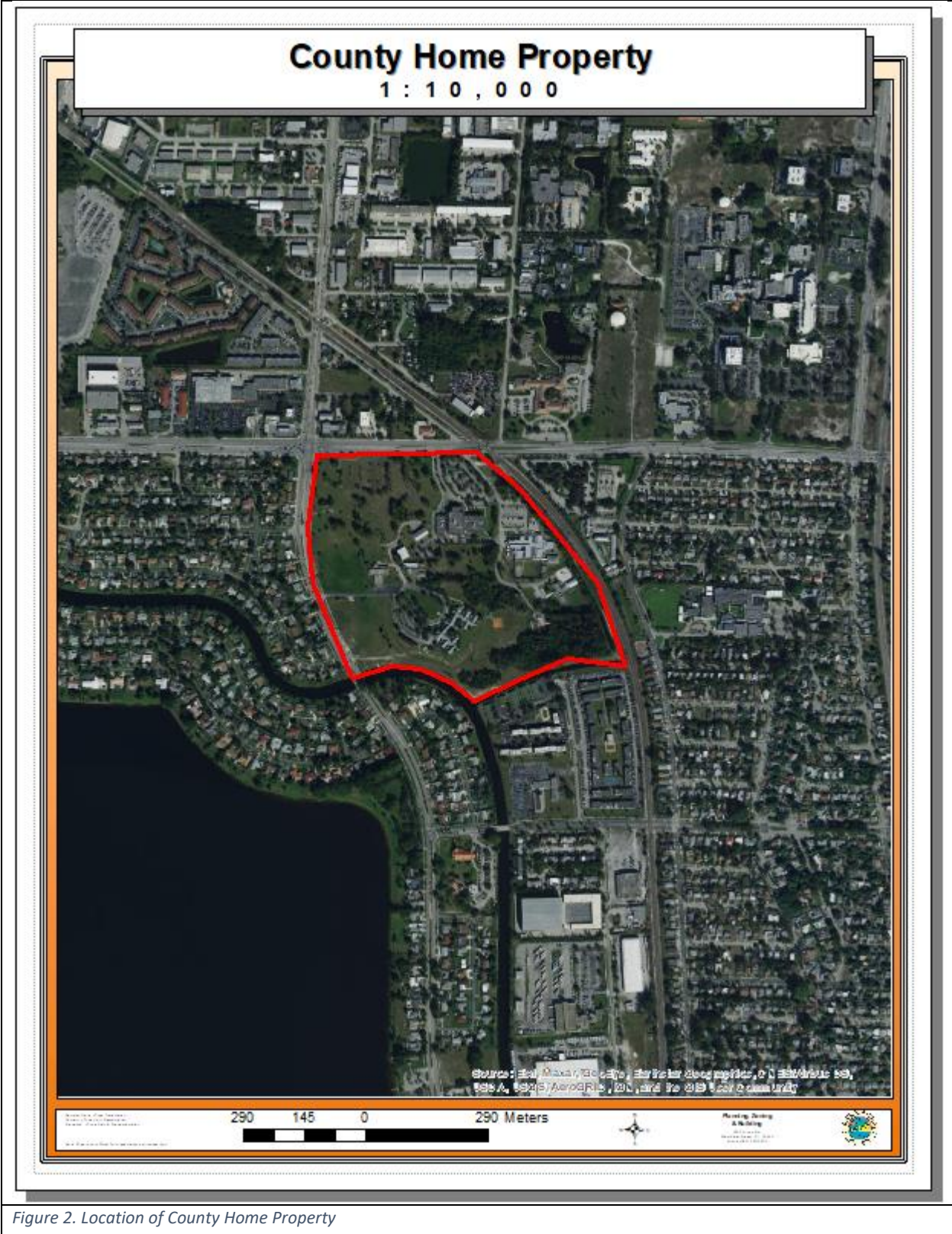


Figure 2. Location of County Home Property

According to the State, cemeteries are the most under-recorded historic resource listed in the Florida Master Site File (FMSF) with only 1,624 being recorded. The County Home's pauper's field is one of the recorded though its exact bounds and number of graves are unknown. This current investigation does not change those facts.

The County Home took in both Whites and Minorities. As was the law at the time, the buildings were segregated based on race and it is likely burials were also separated. What is not known is where the minority burials might be located on the property.

During the beginning of the Covid-19 outbreak in 2020 national legislation was proposed for the creation of African American Burial Ground Network Act (AABGNA) to be headed up by the National Parks Service (NPS). This would become among other things a national clearing house for the location of known African American Burial sites. Two years later, there are calls for the creation of the African American Graves Protection and Repatriation Act (AAGPRA), which is based off an existing law, which protects Native American Graves and mandates the return skeletal remains and grave goods to descendant groups (NAGPRA). The legal and political implications of these laws should not be dismissed or glossed over as they have significant implications for Federal, State and Local Government undertakings regarding development. By 2021, four developed upon African American Cemeteries were discovered in Florida. As a result, Governor Desantis approved the creation of a task force to research and assess the condition of abandoned African American cemeteries within the state.

Technically, since the location of the minority graves at the County Home site is unknown at this time it would constitute an abandoned historical cemetery and should have been counted under the task force but was likely not since there was no documentation of minority likely graves being present until this investigation.

Environmental History

What is today the County Home property is part of the Atlantic Coastal Ridge and Dune Physiographic Region. This landform has elevation from five to 20 feet. The width of the ridge ranges from three to five miles in Palm Beach County. The ridge prevents water in the Everglades from flowing east into the Atlantic Ocean, directing it instead toward the south towards what was the northern reaches of the Hillsboro River in modern day Boca Raton or north into southern and western tributaries of the Loxahatchee estuary.

The property is located on a secondary ridge just west of the primary Atlantic Coastal Ridge. The low areas around the county were part of a now extant slough system located along what today are Congress Blvd. and Military Trail, which extended from Jupiter to Boca Raton. Based on its location this forgotten slough has been named "*Congress Slough*". Today's modern day lakes Magonia, Clear, Osborn, and Ida all represent the deepest portions of Congress Slough. Many named lakes that once existed prior to the 1920s have been forgotten like Jackson, Bessie and to a lesser extent Lake Clark but were named on and mapped in various historic documents.

Two major lakes were located on either side of the County Home property Lake Magonia labeled Lake *Ouwauhoipkee* in 1907 maps to the west and extending nearly to modern day 45th street and Lake *Occobsee* to the east extending north to Blue Herron Blvd (see figure 3). Dick Held former Director of the County Home recognized some of the uniqueness of the geology and geography of the property when he

stated, “[The home] was an island unto itself both physically and socially. There was a swamp to the west the sawgrass came up to the back door and precious few people to the east” (Wharton 1984:21). The wetlands of the area can be seen in figure 4 on this historic aerial and figure 5 shows where those wetlands would be on the modern aerial. Regarding the increased elevation and “island like form”, that can be seen in figure 6 on the Digital Elevation Model. Such a high area between two major bodies of water would have been a preferred habitation area prehistorically.

There are oral traditions of two previously undocumented cultural resources in or near the defined project area. Again, based on an interview with Director Held stated the pauper’s field, “It’s said to have been used by Indians at one time for the same purpose...but [I] never found any evidence of that” (Wharton 1984:22). The presence of the Big Lake Park Site (8PB10345) 300 yards to the south of the property provides some conformation of ancient Native Americans being present in the area. However, it was likely not a significant presence since only a single artifact was recovered from the site. The second oral history was “45th St. use to be called Ft. Lonesome Road after an Indian Fort that had reportedly been in the area” (Wharton 1984:21). There are no documents supporting this claim but small encampments dating to the Third Seminole War (1855-1858) though poorly documented include “Camp Peace” near present day Cannon Gate neighborhood, a small unnamed encampment north of Loxahatchee Battlefield Park near Jupiter Farms and an “Indian Prison” near the intersection of Northlake Blvd and the Florida Turnpike.

While no subsurface testing was conducted during the survey given its immediate proximity to a known site, two major freshwater lakes, and close proximity to what was Lake Worth (approximately 1 mile east) and the Riveria Site (1.7miles northeast) a major prehistoric ceremonial site such a prominent landform would be a preferred habitation area prehistorically. As such, the central high ground areas should be consider to have a high probability to contain previously undocumented prehistoric to early history period remains.

Drainage efforts began in the eastern third of the county in 1915 with creation of the Lake Worth Drainage District. As the Lake Worth Drainage District’s efforts continued through the 1940s and 1950s, the former aqua and landscapes of the county changed dramatically. What had been wetlands or wet parries were first transformed into agricultural fields and these were slowly converted into commercial and residential areas. Today the western central portion of the property and the southeastern portion of the property retain a lot of source water

County Home Property

1953 Wetlands

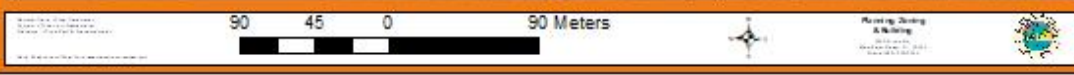


Figure 4. 1953 Wetlands

County Home Property

1953 Former Wetlands

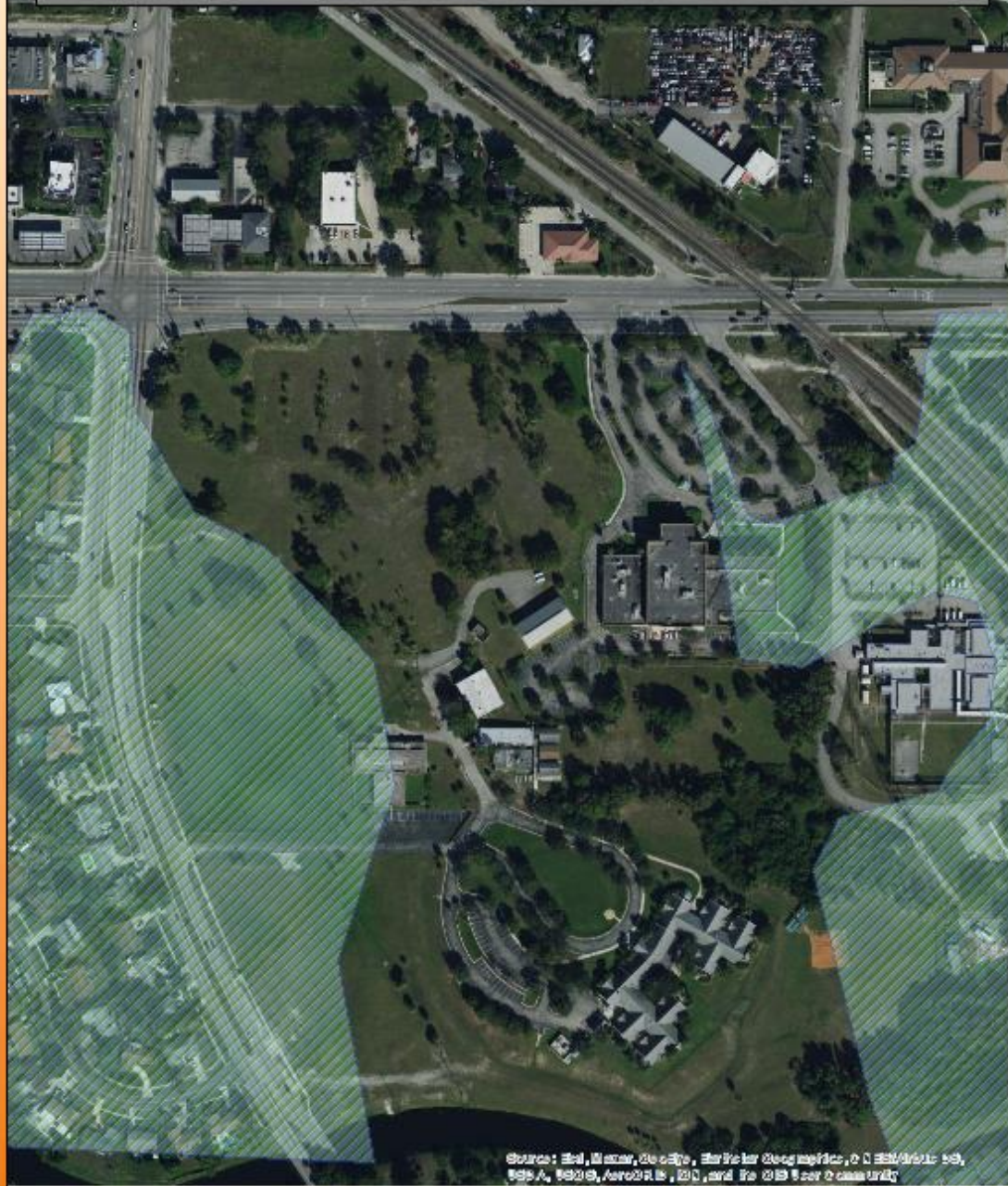


Figure 5. 1953 Wetlands Over Modern Aerial

The last landform, which needs to be discussed, is the southern edge of the area with the greatest elevation within the project area. The County's Facilities staff refers to this area "High Ridge" (red polygon in figure 6). This landform appears to be a transvers dune at the southern terminus of the previously described secondary dune system.



Figure 6 "High ridge" area of the property

Historical Context

Unemployment, homelessness, poverty and what to do with those who cannot or choose to not take care of themselves has been a challenge for humanity since at least the agricultural revolution (12,000 BP)(Trattner 1999). It is likely these challenges have existed for much longer in prehistory but there are few means to prove this with any certainty. The inequality of the distribution of resource became more obvious to the masses as people began moving into cities where economic boom and bust cycles exacerbated the occurrences of people losing everything (Diamond 2011; Trattner 1999). Draconian efforts to dealing with these conditions involved everything from expulsion, forced labor/enslavement, incarceration to genocide. The problem with these methods outside of the obviously cruelty is when these situations occur with enough frequency the outcome is often civil unrest through outright armed revolution. Thus, the evolution of social services and safety nets for those who have nothing and no one have taken many names over the centuries. Often the names and the functions of these places have been conflated in modern contexts, when in actuality some functions were distinctly different.

Debtor's prisons have a great antiquity in both medieval Europe and contemporaneous Islamic Nations (Trattner 1999). A person who was in significant debt to an individual or entity would be jailed and forced to labor until not only the debt was paid off but also included was the cost of their time in the prison. This was often a life sentence with the debtor dying from any number of ailments from the squalor conditions long before the debt could be paid. Debtor's prisons were different from workhouses though the labor was often similar (Trattner 1999). Workhouses were for the poor not necessarily in debt and those who could no longer care for themselves.

The concept of the "poorhouse" originated in England during the 17th century where they were called "Workhouses" and "Alms Houses" (Fraser 1981; 1984). Here people did dangerous, monotonous jobs for either no or subpar wages in exchange for meager room and board. While conditions in these facilities were deplorable by today's standards it is important to contextualize, that being in one was better than being on the streets in the absence of a social safety net. The main difference between the workhouse and debtors prison was people in the workhouse at least in theory could leave the system if they could find outside employment (Fraser 1981; 1984). The goal of these institutions was to make any place or task seem better thus forcing people to seek employment anywhere else. Under this system, municipalities were expected to make distinctions between people who were old or unable to care for themselves and the able-bodied. In theory the old and handicapped were to be treated differently than those who were just down on their luck. The degree to which this method succeeded varied greatly from region to region and nation to nation. Across Europe, a common solution to deal with the poor was to ship them off to various colonies around the world to fend for themselves or have their debts paid by forcing them into indentured servitude (Butler 1896). Large numbers of present day American families can trace one or more of their ancestors to workhouses in Ireland, Scotland or England (Butler 1896; Fraser 1981; 1984). However, this did not solve the problem of being poor and elderly as the first almshouse in the United States opened in 1660 in Boston (Meltsner 2014) and by the 1780s through 1850s debtor's prisons were being constructed throughout the United States. Interestingly many of America's founding fathers and other leaders spent time in debtor's prisons. In the ending years of the American Revolution Florida was divided into the East and West Florida. The East Florida government began building a workhouse to hold fugitive slaves and African Americans whose legal status was unknown (Wright 1976). Later in Victorian society (ca 1870-1900) poor houses and poor farms served equivalent of a homeless shelter, orphanage, foster care, nursing home, rehabilitation center, jail and mental hospital rolled

into one setting (Fraser 1981; 1984). According to Johnston and Goodwin (1991) by 1910 poor homes/farms were located across the state (see table X).

Name	Location
Brevard County Home	Titusville
Orange County Home	Orlando
Monroe County Poorhouse	Key West
Santa Rosa County Poorhouse	Milton
Washington County Almshouse	Vernon
Duval County Hospital	Jacksonville
Escambia County Poor Farm	Pensacola
Hillsborough County Poor Farm	Tampa
Lee County Poor Farm	Fort Myers
Marion County Poor Farm	Kendrick
Walton County Poor Farm	DeFuniak Springs

Figure 7. Location of County Farms/Homes by 1910.

According to Johnston and Goodwin (1991) during the 1910, census 933 people had been admitted to the poor facilities across the state. However, 721 had also been discharged the same year. While most think entering such a facility was until death, it was not. It was the goal of these facilities to get those who were able to be back to contributing to society. Based on the census data there was a 77% (n=721) success rate for of getting people out of poverty (Johnston and Goodwin 1991). During the same census 161 (17.25%) people died in the care of the county facilities (Johnston and Goodwin 1991). As such, the perception of county homes being the last stop before death was at least in Florida inaccurate. In 1959, 269 people entered Palm Beach County’s Home and 131 (26%) were discharged and 102 (20%) had died.

Regardless of the “house” or “farm” qualifier, the main purpose was to instill a sense of self-sufficiency rather than punishment or guilt through skill building for the abled bodied or minded poor of the day. Only for a few mentally challenged and severely physically disabled did the system serve as a permanent home. In practice, however poor houses or workhouses were often so underfunded and over populated that living conditions were deplorable at best and described as hell on earth at worst, often being viewed as the last stop before death. As such, the majority of societies often looked at those living in such facilities with a mixture of pity, loathing and contempt.

The main difference between poor houses versus poor farms were the early attempts at self-sufficiency with farms. Poor houses were often located in less desirable locations within or on the periphery of most cities and towns. These were mostly dependent on taxes to feed and clothe their residents. Given America’s agrarian origins it was not surprising most poor farms included gardens and livestock to offset the cost of feeding the residents. The practice of raising and butchering livestock was mostly abandoned by the 1920s, while crop production was retained into the 1930s. Other major differences include poor houses were far more common than poor farms (Daley and Pitman-Munke (2016) and the National Conference on Social Welfare Proceedings, 2002) also, the residents of poor farms retained more of a

sense of self-worth/respect and pride as they were directly tasked with helping support the larger community (Daley and Pittman 2016).

At the Federal Level per Calvin Coolidge's policies in 1925, the Federal Department of Labor undertook a survey to determine the cost of maintaining the "inmates" of the Nation's almshouses. The findings indicated the high costs of care were due to inefficient overhead (Stewart 1925). This study laid the beginnings for Franklin Roosevelt's (1933-1945) New Deal policies and the passage of the Social Security Act. This act shifted responsibility for the poor, homeless, sick and abandoned from the local level to the National level (Axinn & Levin, 1997; Cottrell, 1989; Trattner, 1999; Wysocki, 2008).

In rural counties, which Palm Beach County was until the 1980s, a public official was often appointed to create and manage the facility (Cottrell, 1989; Daley and Pitman-Munke, 2016; Wagner, 2005; Williams, 2015; Wysocki, 2008). Management included providing the residents with clothing, medicine, and physician visits when needed. As well as the overall operation of the farm (Cottrell, 1989; Wagner, 2005). According Daley and Pitman-Munke (2016) in rural counties, appointments were considered attractive positions because of the level of independence and flexibility they offered when compared to equivalent governmental positions. They were salaried public employees and the position usually came with family housing (on site or off), food, and extra money for farm expenses. In one account from the daughter of a county farm superintendent describes how the residents, called inmates took on all the roles of house staff, cleaning superintendent's home, washing the families clothes and cooking and serving the meals. In the case of the County's Farm Dr. A.H. King was the appointee and was the Public Health Official for both the City of West Palm Beach and Palm Beach County. According Daley and Pitman-Munke (2016) over time, County farms that had been considered good places when constructed could deteriorate and become outdated to the point that they were considered shameful and an embarrassment to the local government. This was the case Palm Beach County's facility where approximately every 20 years a new and "improved" county home was constructed leaving the previous version to serve some other logistical function on the property, eventually either falling down or being demolished 30-50 years after its initial construction.

Inevitably, the challenge with addressing poverty, unemployment and homelessness regardless of time and space came down to the estimated annual expense for housing, feeding, clothing and caring for the individuals. This was indeed the driving factor for the creation of the County Farm/Home/ Hospital during the early 20th century.

"At the present time the county has a payroll of \$90 a week [\$1,276.72 in 2022 funds] caring for paupers...Hobos and other public charges that the county has had to care for have cost large sums in the aggregate. The county farm will solve the problem in this regard. There will always be enough work for a hobo to earn his keep at the farm, and it will be a haven of refuge to the unfortunates whom necessity has forced to accept a home at the expense of the county"(NA 1918).

Given South Florida was the last frontier in the lower 48 states only being settled ca 1890s-1900s in the country, movements be they cultural/ social ideals, infrastructure, economic policies and the subsequent methods in addressing these changes have always lagged behind the rest of the east coast. This is exemplified by the creation and expressed goals of a county farm to deal with the regions poor in

1916/1917. By the early 1900s, most areas along the eastern seaboard had abandoned the idea of poor farms being able to sustain or even significantly offset the cost of feeding the residents. Yet here in what was then a rural setting for Palm Beach County the County Commissioners did just that based on articles from 1916, 1917 and 1918 in the Palm Beach Post.

“It is proposed to find a plot of ground not too far distant from the city, where the county charity cases may be housed and given an opportunity to raise their own vegetables, keep a cow or two and chickens and maybe a few hogs” (NA 1916).

“It is estimated that the establishment of the Poor Farm, by the removal thereto of all those persons who are receiving relief from the county as well as the county patients, will result in a saving of expense to the county that will practically make it self-supporting” (NA 1917).

“The nearness of the site to a lake will afford fine fishing for the pastime of the inmates as well as furnishing food for the table. The poor farm should become self-supporting within the course of a year or two. As a money saver, there can be no question that wisdom dictated its purchase.” (NA 1918).

In 1916, it was estimated it would only cost \$5000 annually to fund the county home. Only four years later, the county home was relying more on taxes to offset expenditures than farming could ever provide. Per figure X, the county farm was costing \$17,627.25 annually and accounting for inflation from 1920, this would equate to \$245,725.63 in 2022 funds. At face value, such a ballooning cost would appear to exemplify government waste. What this actually reflects is a gross underestimate in the need for these services in a growing pioneer settlement where few were able set aside enough funds to sustain themselves through old age or unexpected medical events while they were carving a living from the land and sea. Furthermore, there were unexpected costs that the county home faced, for example, when people were brought to the home that had highly contagious and potentially deadly diseases like small pox these would result in an unexpected expender. One case of Small Pox in 1917 alone totaled an additional \$600-700 to the home’s annual budget (NA 1918) or the equivalent of \$13,068-15,246 in 2022 funds.

By 1920, there were 2500 poor homes across the United States (Johnston and Goodwin 1991). Based on Johnston and Goodwin (1991) by 1920 there were approximately 250 people housed in Florida’s poor farms/ homes. Most of these institutions were small, housing less than 25 residents; approximately 625 homes reported less than 10 people. Since the records for the Palm Beach County’s Farm/Home are either missing or destroyed, it is not possible to determine how many people may have lived in the facility. Based on the Figure 9 there are 12 doors inferred to be living areas. What can’t be determined is if these were individual rooms or if two or more beds were present in a room.

Again, based on Johnston and Goodwin (1991) between 1920 and 1930 a total of \$345,170 (\$7,148,193.56 in 2022 funds) had been spent on establishing poor homes and farms across the state. With an additional \$72,914 (\$1,509,990.40 in 2022 funds) being spent annually keeping the 2500 poor homes operational. The number of individuals at the County’s home likely grew following the 1928 hurricane, which in turn was followed by the beginning of the Great Depression in 1929. When these events were combined with the influx of people, moving to the area for the “cheap cost of living” as the development of the land progressed.

By the second half of the 1920s, County Homes/Farm covered 625 acres across the state with only 180 acres or a little less than one third being cultivated to support the residents (Johnston and Goodwin 1991). A total of \$1,639 (\$26,572.03 in 2022 funds) was generated from the sales of excess produce grown on farms (Johnston and Goodwin 1991). This offset operating costs by an insignificant amount (.47%) illustrating the inability of farm system to obtain self-sufficiency.

ESTIMATE OF REVENUES COUNTY POOR FARM FUND	
Palm Beach County	
For the Fiscal Year Ending September 30, 1920.	
From Tax Sale Redemptions	\$ 1,191.00
Total Estimated Revenue, except taxes	1,191.00
I. Geo. O. Butler, Clerk of the Circuit Court of Palm Beach County, make oath that the above is a true estimate of the Revenues of the County Poor Farm of said County for the fiscal year ending September 30, 1920, except taxes to be levied, according to the best of my knowledge, information and belief.	
GEO. O. BUTLER, Clerk, Circuit Court.	
Subscribed and sworn to before me this 7th day of July A. D. 1919.	
FRED E. FENNO, Notary Public.	
Add Taxes, 2 mills on assessed valuation of \$8,882,000.00	17,304.00
Total	\$18,555.00
95 percent of above	\$17,627.25
ESTIMATE OF EXPENSES COUNTY POOR FARM FUND	
Palm Beach County	
For the Fiscal Year Ending September 30, 1920.	
1. Buildings and equipment	\$ 3,700.00
2. Operating expenses	7,200.00
3. Supt. County Poor Farm	2,100.00
4. Allowance made to paupers outside of poor houses	3,000.00
Reserved for Contingencies	\$16,027.25
Total	\$17,627.25

Figure 8 Image from Palm Beach Post August 31st 1919

United States racial policies (ca 1865-1968) collectively called “Jim Crow laws” or “Black Codes” dictated everyday life of minorities in the United States (Richardson 1969; Williams 2017). In theory, these laws resulted in a “separate but equal” form of racial segregation. County homes/farms were no different. According to Johnston and Goodwin (1996) in 1910 82 African Americans (.08%), and one Native American (.001%) were recorded as “inmates” of the various County

Home/Farm facilities across the state.

Palm Beach County’s home/farm was no different; there was a minority hospital and home, which was about half the size of the “White” hospital and home. Former Director Held, noted that buildings at the facility were painted white were for Caucasians and those buildings painted brown were for minorities (Creighton 1981:72). This made the racial “status” of the buildings easy to identify and reinforced the imposed discrimination of the day. Figure 9 depicts the earliest known structures identified as the County Home. The buildings are white and either dark colored or not painted. It is not known if these were segregated as described, were not painted to save costs or had not been painted yet when the photograph was taken. Of particular importance to this investigation, was the pauper’s field at the county home also segregated and if so, was it in a different location on the property or was the burial area itself cordoned off by race?

When one researches the history of poor houses/farms of the early twentieth century, several dichotomies become painfully obvious. First the elected officials bosting what a great thing a poor house/farm undertaking will be to improve the community while at the same time referring to people who needed the help as “inmates”, “hobos” or “near-do-wells”. The residents of these facilities had to surrender all personal belongings, including identification and were disfranchised losing their right to vote.

Second, elected officials consistently state the facility will be “self-sufficient” and within one or two years the facility is requiring tax dollars to offset operational costs. Third, while construction expenses were monitored in to provide the bare minimum for survival, overruns are consistently encountered in the historical documents to provide a sense of modernity to the structures. In the south, these additional costs usually took the form of electricity and plumbing, as was the case with Palm Beach County. It is hard for most people to imagine today but these two building systems were more than most had in Palm Beach County’s western communities at that time. Returning to this dichotomy while extra funds were spent on the construction, consumables like food, medicine, clothing, bedding etc. were held to the absolute lowest price and quality often resulting in the superintendent being forced to seek out donations from the public.

In 1935 with the passage of the Social Security Act, things began to change for the poor, homeless, sick and abandoned around the country. Facilities to care for and house just the elderly first called “old age homes” now called “retirement communities with assisted living facilities” became more common and “acceptable standards” were established. Rehabilitation facilities specializing in any number of afflictions or conditions were established. Low income, section eight housing provided better housing than previously existed at most home/farm facilities. Mental health methods and care improved resulting in getting people out of these facilities and becoming contributing members of society. All of these slowly replaced the Poor House/ Poor Farm institution. With the outbreak of WWII there was more work than available labor particularly in Florida as a result there were few “down on their luck”. Given the improved social services networks, most poor houses closed between the late 1930s through the early 1950s with a few poor farms existing in the southeastern United States including Palm Beach County until the 1970s.

By 1959, the budget of the County Home had increased to \$436,500 (\$4,255,740 in 2022) or \$225 (\$2,193.68 in 2022) per resident per month (Vookhees 1960). Since social security had been enacted in the 1930s, the residents of the County Home had forfeited their individual allotments to the County. In 1959, \$36,356.75 was collected (\$354,467.07 in 2022) or 8.3% of the total cost of the County Home (Vookhees 1960). Residents of the home would do what they could to further offset the costs. A crippled resident would grow flowers at the home and sell them on Clematis St. turning the profits over to the facility (Vookhees 1960).

Built History of the site

What has collectively been called the “*County Home Property*” or the “*45th street property*” is a sprawling 60 acers. It is likely one of the most developed and redeveloped properties in the county as there have been no less 50 structures on the property from 1917/1918 to 2022. What is presented here is primarily concerned with the actual “*County Home*” and/or “*County Hospital*” and their relationship to other structures/locations to determine where human remains may be located as well as begin to document the history of the property. Not every building nor its function(s) will or can be discussed since such information was not retained or survives to this day.

The search for a location to construct a county home site began in 1916 through the efforts of Dr. A. H. King the City of West Palm Beach’s Health Officer and Councilmen L. Trevette Lockwood, and Spencer Lainhart. With the county being still sparsely settled the property requirements were rather simple “a plot of ground not too far distant from the city” (NA 1916). In 1917, the county purchased 23 acers then known as Snell Grove from Franklin Sheen. Nine acers of the property was planted in citrus trees.

However, the grove had been neglected and had not produced a crop for several years. The County cleaned and treated the grove and "*The trees give evidence of producing a good crop the next season*" (NA 1918:4). These citrus were supposed to offset the cost of feeding the residents of the home.

There were no less than four structures that served as the county home each reflecting the architectural styling of their time. The original complex was known as the "County Farm" and made of wood being built on the crest of the hill. The structures would have been completed between 1918 and 1920. The property would eventually have a hospital with segregated wards, a community building, a caretakers house, a pest house- a historic term for a structure which function was the long term care of people suffering from infectious diseases like typhus, smallpox, tuberculosis or cholera; short-term quarantine areas took the form of tents; a garage and powerhouse (NA 1918). These buildings were constructed in order of urgency and as funds became available from the state. It was estimated there would not be power until 1920. Only one photo is known to exist (see figure 9) of the structures. Virtually nothing is known about the structure and who built them. Though speculative based on the time and Spencer Lainhart's involvement in it, it is likely the materials and hardware were supplied by Lainhart and Potter.

Based on the Figure 9 photograph, the structures were wood frame construction with post-in-ground or pilings for the foundations.

Structure one (along the left side of the photograph) is a rectangular building consisting of 10-12 bays (rooms) arranged side by side, with a common wall separating each room from the adjacent one, accessed by a covered, but open walkway, and surmounted with a side-gabled roof. If the construction method was consistent, each of these rooms had a front door and small window. Though speculative, each bay was roughly 10-12' long by 6-8' wide. It is likely that each room also had a rear window (not visible) to aid in cross-ventilation. The roof appears to metal, possibly corrugated tin, since standing seams cannot be discerned in the photograph.

The second building is residential in appearance, and consists of a free-standing central hall plan, wood-frame "bungalow" on a pier foundation with a hipped roof, featuring a front-gabled louvered dormer (for ventilation/air circulation). The building has a screened-in covered porch and has been painted white or some other light color. This building likely served multiple functions including staff housing and kitchen facilities.



Figure 9 1917/1918 County Home Image courtesy of Palm Beach County Historical Society



The exact location of these structures is unknown but Director Held stated *“it was between two of the rear wings of the current home”* (Warton 1984:21). However, there is a problem with this location, which will be discussed in detail in the following pages.

Based on remote sensing efforts analyzing the historic aerials there is one building that is long and narrow like building one in the historic photo (see figure 10). In addition, based on the LiDAR this location is on the western crest of the hill (see figure 11) lastly, figure 12 shows where that building would have been located on a modern aerial.

Figure 10. Unidentified long narrow building that might be original county home on 1953 aerial.

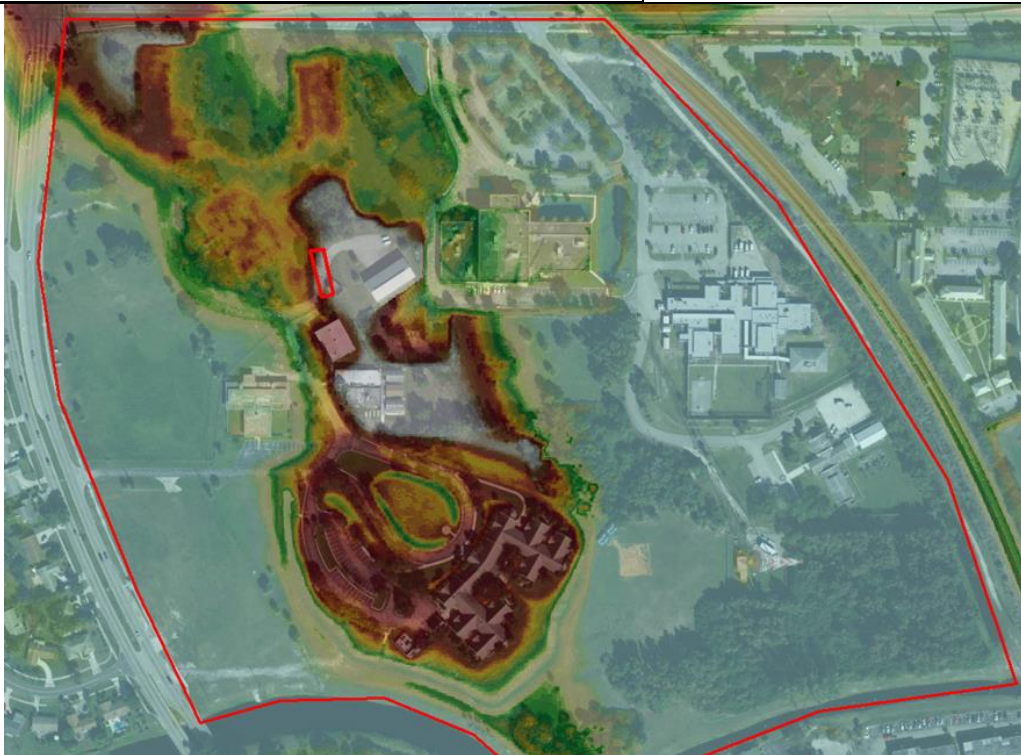


Figure 11. Location of long narrow building on LiDAR based DEM

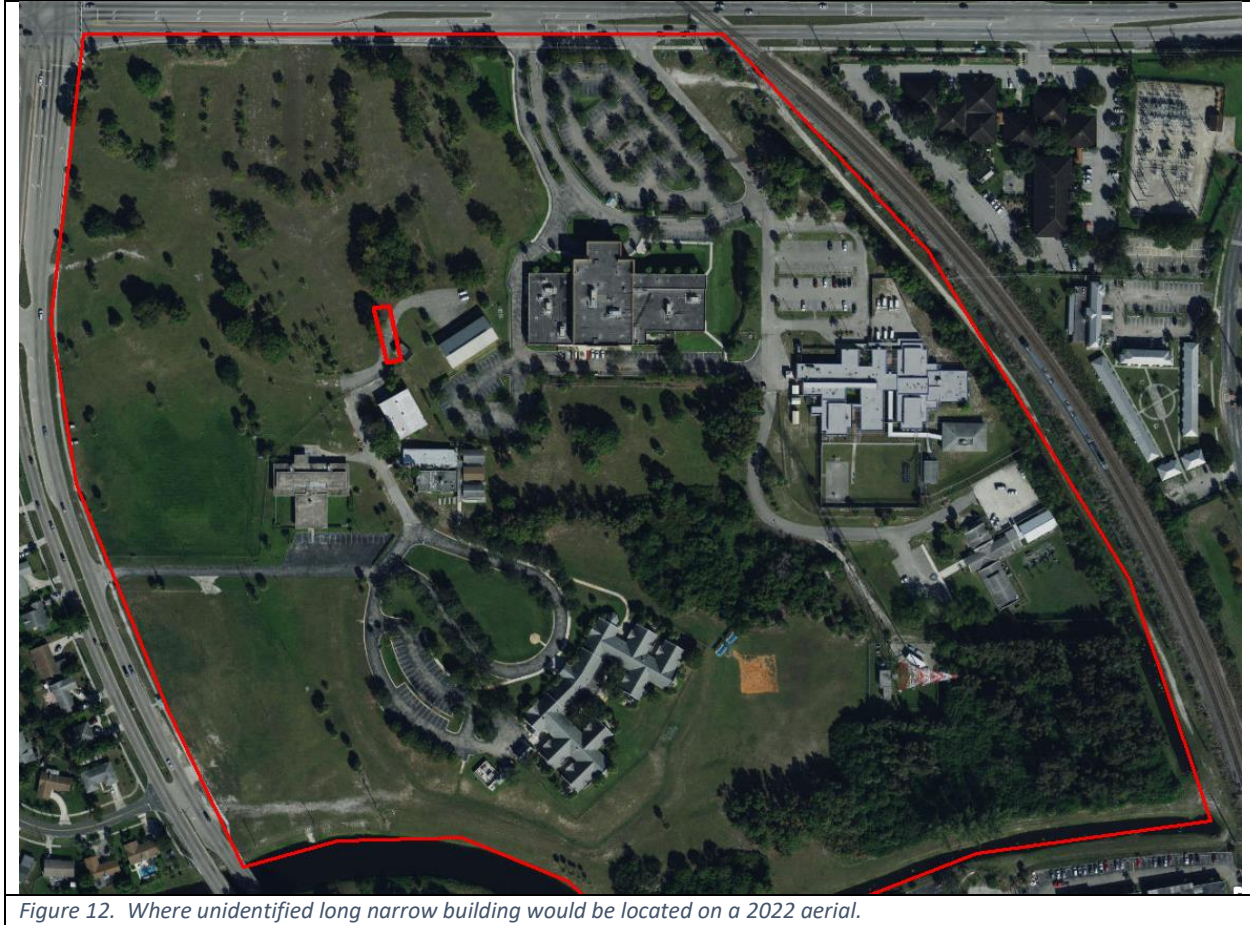


Figure 12. Where unidentified long narrow building would be located on a 2022 aerial.

The second County Home is only known from the newspaper photograph (figure 13) below. The building represents a substantial improvement from the previous structure. The structure is Spanish Rival in style, which was popular in the surrounding municipalities at that time. The entrance is unique in that it is flanked by Solomonic columns and has a *Churriguesque* portal. Based on the style of the building it was likely constructed between the 1920s and 1930s. At this time the “County Farm” was renamed the “Palm Beach County Poor Farm” and the residents became referred to as “inmates”. Aside from the trees and bushes in the photo, a large iron gate stood at the entrance from the 45th street with the new name “Poor Farm” arched over the posts.

As previously stated, Director Held started working at the County Home in 1953 and worked there until 1984/1985. Many structures were built and demolished over his tenure. The largest change was the addition/expansion of the seven wings forming one massive structure with a footprint of 103,000sq.ft. Regarding the location of original structure he stated the original county home “was between two of the rear wings of the current home” (Warton 1984:21) which is shown as a red polygon in figure 14.

Based on the 1953 aerials (see figure 15) what Director Held knew, as the original county home was actually the 1920-1930s building and not the original wooden structures from 1917-1918.



Photo by Florida Graphic

THE ORIGINAL UNIT AT THE COUNTY HOME, now occupied by those aged indigent who are fairly well able to care for themselves. It contains facilities for 32 inmates, and is laid out in two wings, one each for men and women, divided by a lounge and office in the central section.

Figure 13. The pre-1948 County Home (Pfister 1948)



Figure 14. 1995 aerial showing the maximum extent of the County Home and Hospital as it would have existed when Dick Held was in charge of facility. The red polygon denotes where he located the "Original" County Home.



Figure 15 Where Dir. Held Identified the original county home.

In 1946 the County changed the name to: *"Palm Beach County Home and Hospital"* (NA 1946) and in 1948 a new white hospital was constructed with the original County Home function changing to house abled homeless men and women. Also mentioned on the property were an African American hospital and home combined, segregated children's homes. A kitchen and laundry as well as a tuberculosis hospital. In addition to these structures housing for nurses and facility workers are present on the property.

By 1950, the County Home grew to 330 residents, comprised of 205 Caucasians and 125 African Americans (NA 1950). 228 people had been discharged (69%), 141 from the County Hospital and 87 from the County Home. A total of 62 people had died from the Caucasian County Hospital and another 28 from the African American Hospital (27.2%), (NA 1950). In 1953, Florida passed the first laws regulating old aged facilities after 32 elderly people died in a fire in Largo, FL (Kelley 1965; Preston 1953).

The 1960s represented period of internal and external cultural change across the country. By this time there were three types of "homes for the aged", privately owned, organization run and government supported (Kelley 1965).

In 1960, the Brown and White wooden buildings at the County Home were demolished (Creighton 1981). In 1965, Federal law integrated the County Home. Newspaper articles reported at the time there were no issues or controversies when this occurred (Creighton 1981). It was during this time that there was such demand to get people into the county home the elected officials passed laws, which stated to be admitted to the home potential residents had to have lived in the state for five years and in the county for a year (Creighton 1981). It is during this time the third County Home was constructed. It was built in front of the 1930s home (the roofline can just be made out above the new building in figure 16). This style of architecture is an “institutional modernism” common in post-World War II construction. However, façade evidences a distinctively South Florida response to the environment which provides protection from the sun and rain, through its peaked eyebrow window surrounds that extend to the ground. These minimalist but geometrically strong articulations emphasize each window group, providing a strong vertical emphasis to an otherwise low, long façade (Figure 16).



Figure 16 Image from the Palm Beach Post Sunday, January 3, 1965.

1965 also marked the beginning of a 20-year renovation and expansion plan for the facility (Simpepos 1966) and the larger property. By 1969 other buildings had been constructed on the county home property contained the County Home including Building services, Children’s Home, County Jail , Stockade, Detention Center and the Fire Department. Within the County Home, was a laboratory, x-ray division, mental ward, occupational and physical therapy departments, kitchen dining area, and laundry, outpatient treating center and social service department (NA 1969). In 1969, 349 residents were admitted and 282 were discharged (44.6%) from the home.

In figure 19, the children’s home is outlined in red. While this building has the design of 19th century prisons it was home or a better home for many of the children had been admitted to it. Sometimes after a child had been released to their parents or guardians, a child would commit a crime to return to the structure of and security of the facility (NA 1967). By the late 1960s, there were on average 50 to 60 children with girls out numbering boys in facility. Staff, had observed there was a pattern of admittance to the facility with more children arriving before Christmas (NA 1967). Much like the adult County Home

the residents of the Children’s Home did chores on top of their schooling. Keeping with the cultural stereotypes of the day, boys did more physical labor like painting while the girls did the cleaning (NA 1967).

Generally, within law enforcement settings the stockade was for low to medium risk inmates who had been sentenced to less than one year of incarceration. The “jail” was used to house inmates awaiting trial and sentencing. While the “detention center” denotes juvenile detention center.

In the 1970s, the name changed again to the *Palm Beach County Home and General Care Facility*. At this time only a third of the homes, residents were over 65 (Creighton 1981). Many of the residents were either quadriplegics or paraplegics with no funds or opportunities to go anywhere else. As a result, staff had grown to 173 people for 119 beds. At this time, people needing residences in the home had to be a resident of the County for at least five years (Creighton 1981).

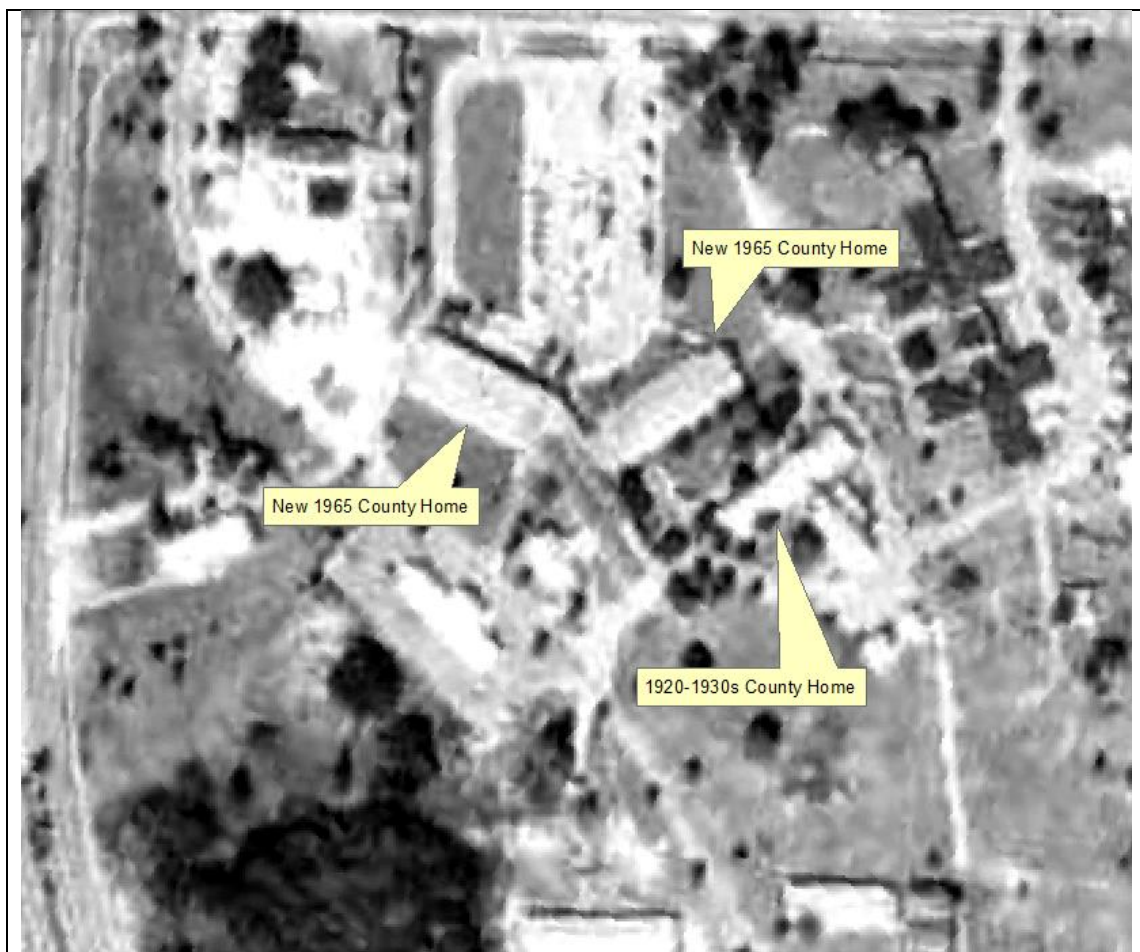


Figure 17 1969 Aerial showing the location of the 1965 County Home in relation to the 1920-1930 home.

1986 after three months of debate the County Home site was chosen to be an AIDS hospice site (Harrison 1986). There is concern for pushback from the community for locating the infected in the area. While today, such “pushback” is hard to understand there was such fear and subsequent bias towards those inflicted with the illness in the early to mid 1980s there was open discussion of forcibly quartering those diagnosed to stop the spread of the disease (Thomas 1985; McKay 2014). Doris Orestis the new Director

of the County Home noted similar views “...there have been some negative responses to the plans to develop a hospice in the county home” (Harrison 1986:24). Ultimately, the county home filled a need in finding a place for those people who could afford or were not offered treatment at private hospitals. Like earlier, the justification was the apparent cost savings for the taxpayer, “To keep AIDS patients in hospitals costs roughly \$800 to \$1,000 per day, but at the county home that cost can be reduced to \$100, the cost of the patients' drug treatments” (Harrison 1986: 24).



Figure 18 1953 aerial showing the location of the County Home in relation to the 1920-1930 home.

In the mid-1980s through the 2000s the southwest portion of the county home property was not part of the original purchase and contained a church. There are no records of when the church was constructed and only a rough estimate of when it was demolished. There are no records or memory if the church had an associated cemetery or even what denomination it may have been.



Figure 19 Location of the County's Children's Home

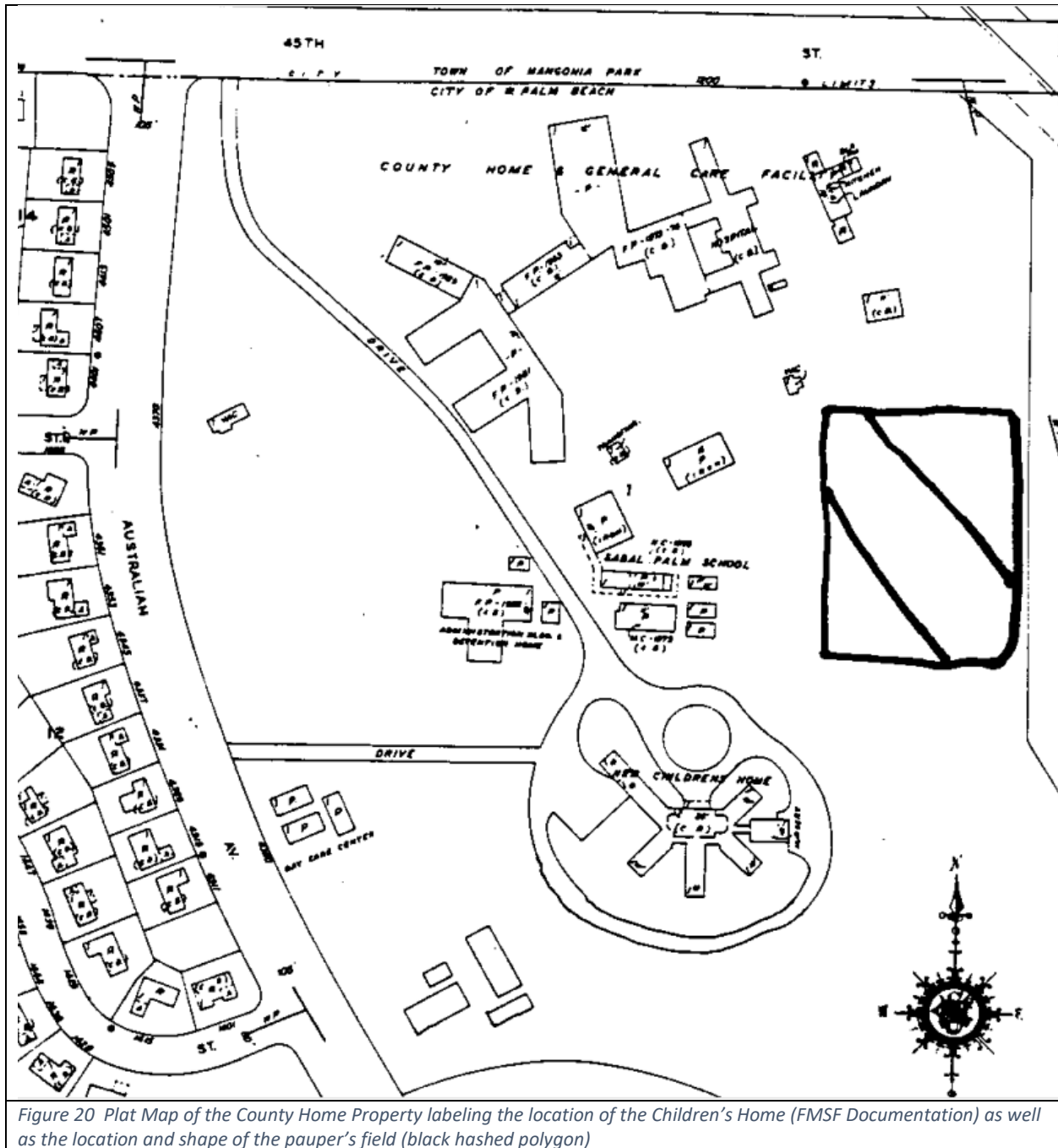


Figure 20 Plat Map of the County Home Property labeling the location of the Children's Home (FMSF Documentation) as well as the location and shape of the pauper's field (black hashed polygon)

History of Potter/Pauper's fields.

Humans have been burring their dead for at least the last 100,000 years based on finding from the Qafzeh site in Israel. It is likely this tradition has significantly greater antiquity. Following the findings of the Qafzeh site humans have treated their dead in ever increasing diversity based on any number of cultural factors raging from religion, race, economics and most recently environmental concerns.

The earliest known example of the term "potter's field" to denote a burial ground comes from the Bible's New Testament in the Gospel of Matthew in which the cohen (High Jewish Priests) collected the 30 pieces of silver thrown on the temple floor by a remorseful Judas for betraying Jesus's identity to the Romans. The priests said: "It is not lawful to put them into the corbona (sacrifice), because it is the price of blood." After some debate, they bought a potter's field with the tainted money as a burying place for strangers and poor. As a result of this passage for two plus millennium and counting potter's field cemeteries have been seen as places for the "other" or those deemed different enough to not be buried with the majority of society.

During the early Colonial Period in the United States if a stranger, homeless person, pauper or the last of their family were to pass away within a settlement, they would be buried in the local churchyard. However, as regions became more populated and in turn, religious sects became more amassed there was a reluctance to allow non-congregational members to be buried within a churches limited space. The responsibility then fell upon the local government to find an area to dispose of the remains. Once an area was identified it would be used for decades and resemble a mass grave pattern more often associated with mass disasters, wars or pandemics.

These areas were typically undesirable (slopes, hard to access) or unproductive (too rocky, dry or seasonally wet ect) areas of land. These areas had to be located close to town but far enough away to not be conspicuous. Generally, expenses were kept to a minimum when burring these people often not being placed in a coffin and hardly ever being provided an above ground marker. For comparison, slaves who were consider the bottom of the social hierarchy in early America often had either wooden or field stone grave markers. So those entombed within paupers fields were indirectly treated less than those viewed as the bottom of society. Since these areas were seldom visited and not well maintained physically or in documentation, their locations were often lost in collective memories and only "rediscovered" during the construction of a modern undertaking. An internet search on "lost cemetery found" returned 24 million examples of the search parameter from around the globe.

These burial grounds were seldom well defined and the gravediggers were often the only ones who had a mental map of where graves were located. As such, it is not uncommon to find older graves that were impacted by more recent internments. This was the case with the County Home cemetery when Directory Held stated "*We had to probe the ground with shovels to find an open space*" (Wharton 1984:22). Generally, Christian graves are oriented in an east to west direction with the body placed face up, the head to the west, and the feet to the east. This orientation was obtained based on the position of the sun or based on neighboring graves. When it was not practical to use the west-east position for the grave, a north-south orientation was the sometimes employed. This tradition has its roots in the Gospel of Matthew 24:27: "*For as the lightning comes from the east and flashes to the west, so also will the coming of the Son of Man be ...*" Based on this verse while not explicitly stated in the bible it is thought at rapture during the second coming of Christ the dead shall rise and see the glory of god to the east.

In regard to the depth bodies and caskets are buried depends on wide range of factors such as how many graves are being dug, when the graves were dug in history, what season the graves were dug to the method in which the excavation is being carried out (by hand or with mechanical assistance). Common knowledge holds bodies are buried to a depth of six feet. This "rule" may date to the Great Plague of London, which occurred in 1665. It is reported the Lord Mayor of London ordered all "graves shall be at least six-foot deep." However, no documentation could be found to substantiate this claim. The truth of

the matter is most grave shafts are exhumed to a depth between two to four feet depending on soil. Here in South Florida there are generally two types of soils organic based known as muck and inorganic most often sand. Digging in sand is relatively easy however; sand is very susceptible to slumping the deeper a hole is excavated. Also Palm Beach County does not have much elevation as such the water table is within one to six feet of the ground surface depending on seasonal precipitation. These facts alone would thwart most efforts to dig a grave to a depth of six feet of depth in the early pioneer period of Palm Beach County.

Generally, in areas where raw land was available and graves were established subsequent graves would radiate out from that initial point. Therefore, older graves are often located towards what would become the center of cemetery. However, this is not a hard and fast rule any number of situations may result variations in this pattern. What is more of a constant is what occurs, as less room is available for more burials. First room is sought between rows or within paths and then between graves. This eventually leads the sextant to “squeezing” graves into along the edges of cemetery or placing new graves on top of older graves. If the cemetery has a fence or tree line, delimitating the edges of the property coffins will be placed between the posts or trees. If there is still need for burials to occur and there is space “available outside” burials will, “spillover” or “spill outside” the defined boundary. It is not uncommon to find an additional 5-30% more graves “outside” of the expected areas. For example, a graveyard “known to contain” 1000 graves it would not be unexpected to find an additional 50-300 graves within and outside of the delineated bounds.

When the first grave was dug in what would become the cemetery or how many cemeteries there may be on the property are unknown. Given the property was constructed in 1917 burials from that time through the 1920s should exist on the property somewhere. The earliest confirm usage began in the early 1930s when 400 people were buried (Warton 1984:22). These graves do not necessarily represent the number of individuals at the County Home as the sick, old and dead were brought to the property from surrounding municipalities. Lake Worth, West Palm Beach, Boynton Beach and Pahokee are specifically mentioned in various newspaper articles (Warton 1984: 22). When the cemetery was longer used is also unknown. However, in 1953 Director Held worked with the County Officials to start burying the deceased closer to where they had previously lived. Since no records have been found the exact number of graves may exist is unknown the best lowest estimate is over 1500 (Warton 1984:22)

Oral Histories of clandestine graves, mass graves and limb pits.

Five oral histories regarding human remains on the site exist for the project area. While all are plausible some are commonly encountered when dealing with early hospital resources. Others are of a more dark and depressing nature. The probability of confirming most of these oral histories is problematic to doubtful at best.

First, it was reported that the county home had a pit where they placed amputated limbs. However, per Mr. Held’s recollections major surgeries were not carried out at the county home’s hospital. Rather such operations were undertaken at the major regional hospitals. Therefore, this story seems unlikely. A similar oral tradition exists for St. Mary’s Hospital. However, in this case the relayed story is more detailed. *“Being Catholic they would not incinerated the limbs rather they would toss the removed limbs into an open pit towards the northern end property. One day my childhood dog came home with a human foot in his mouth and my father through it back over the property”*. This would have occurred sometime in the

early 1960s. It seems unlikely an open pit with random limbs would exist on the property however, if the pit actually existed and was not completely backfilled scavengers could in theory have made off with smaller elements. The report of a limb pit at the County Home could be a conflation of the oral history of St. Mary's which is likely unsupported as well.

Two oral histories were recorded at different times from different people who are no longer with the county. The first story was by a person who worked for the Medical Examiner's Office in the 1970s-1980s and was told about what a former MEs would do at the County Farm.

I had worked there [MEs Office] for several years when they would tell stories and I witnessed a few. From the late 1940s until the 1970s, the MEs and Drs would subsidize their income by performing illegal abortions [at the County Home]. These would be done between 8-9pm by prearranged appointment. This was done since earlier was county time and if done later than 9pm it could attract attention. The area was remote and a woman or women bent over crying could always be explained away by they had identified a dead loved one. The Dr. would take the fetal remains and a shovel and go several feet away dig a hole and pour the remains in and cover over. This was not cheap and was somewhat common with 10-20 women per year. Money was not always exchanged; sometimes payment was in the form of land, a car or business opportunities.

Davenport did not put much faith in this account until another former employee told a very similar history. The second version differed only in the following that "most abortions occurred between March and May; young wealthy women, girls would come down over winter have a fling and get pregnant. Either they or their families would opt for the procedure before they returned home. This would allow them to retain their reputations." Even if the building where these procedures supposedly occurred could be identified, the remains would not preserve in the archaeological record. At most, there could be a slight chemical difference in the soils but even that would not be enough evidence to confirm these histories.

The fourth history was stillborn and miscarriages are reported to have been buried in the area. This is harder to contextualize as these could be referring to the previously discussed abortions or conversely, the abortion narrative could have just been failed pregnancies. Prior to the investigation Davenport questioned this story based on the fact that serious medical issues like giving birth were supposed to have been sent to the local hospitals but during the investigation named graves were found in the pauper's field with "0 Years of Age" inscribed on them. So stillborn or late stage miscarriages or children under one who died of sudden infant death syndrome are a distinct possibility for being present in the pauper's fields.

The last oral history was of a church in the southwest corner of the property. The church stood from the 1970s or 1980s until the 2000s when it was demolished. No one can recall if the church had an associated cemetery or not. Based on a single historic aerial the Church was called the "Berean Baptist Church" and appears to have been a complex of seven buildings (See figure 21). Based on the aerial there are no tombstones or obvious rows of soil disturbances so it seems unlikely graves might be present. However, clandestine graves may still exist.

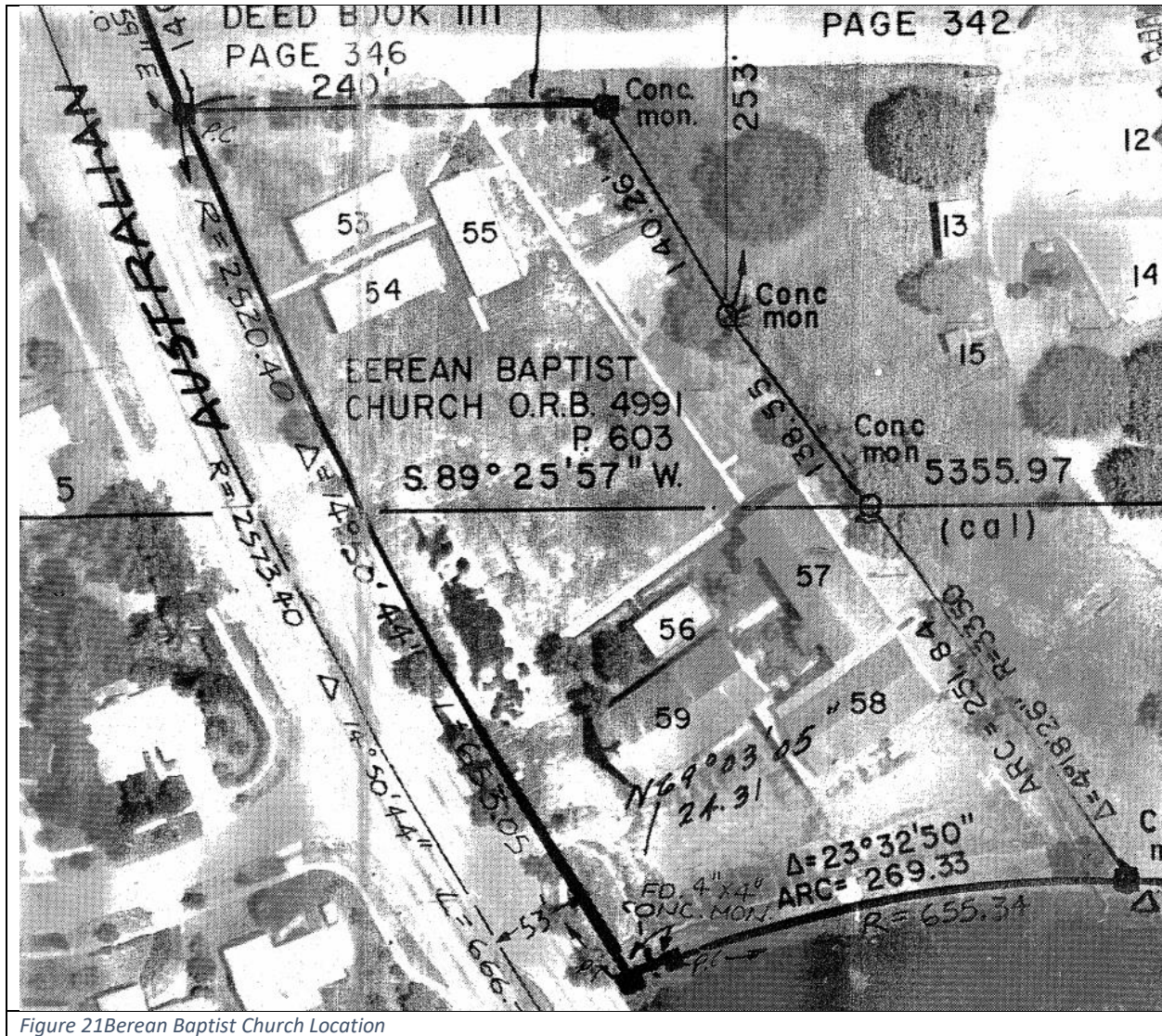


Figure 21 Berean Baptist Church Location

While not an oral tradition Ms. Elizabeth Miller of the City of West Palm Beach and Ms. Sarah Brown of Palm Beach County’s FD&O Department were the first to record the presence of the Pauper’s Field in the Florida Master Site File. In their documentation, they noted the site was also a location of a mass grave from the 1928 Hurricane. No supporting or refuting documentation can be found regarding this claim. The 1928 hurricane was the most devastating storm to hit Palm Beach County in recorded history. The death toll from this storm was not surpassed until Hurricane Katrina in 2005. Therefore, there very well could be an overlooked mass grave present on the property from this storm.

The reason these stories and information were included in this investigation is there may be more than on cemetery or gravesite within the project area. This will have a direct impact on how, where and what type of remote sensing surveys may take place.

Methodologies

The majority of methods used to try to identify buried cultural resources on the property were remote sensing in nature, meaning they did not require disturbing the soil. The only subsurface disturbance was soil probing (described in detail in the following pages) to locate potential buried headstones and the subsequent exposure of the tombstones.

Remote Sensing

Remote sensing is a means to assess an area for cultural resources without having to be physically present on the landscape or having to conduct ground disturbing activities. Methods of remote sensing can be broken into two broad survey categories airborne and subsurface. While archaeologists have been using aerial photography for over a century and half more diverse types of aerial based reconnaissance are becoming available including: digitized historic aerials, drone, helicopter, airplane and satellite imagery. On these platforms basic aerial photography can be taken or more scientifically complex imagery like Light Detecting and Ranging (LiDAR); synthetic aperture radar, near infrared, ultra violet and multi spectral imagery are also now available. Each of these have distinct advantages and limitations depending on what is being sought for during a survey. Traditionally archaeologists have relied on excavations to uncover information from within the soil column. While this method provides the most accurate and detailed information it is labor intensive, slow and very expensive. Becoming more common in the mid-1940s the field of geophysics has provided a means to infer what is in the ground without the need to excavate. The most commonly encountered are metal detectors. These instruments create a magnetic field, when this interacts with a metal objects a return signal is generated which can be measured to estimate the nature of the metal material (iron, steel, lead, aluminum ect) and to a lesser degree depth. Electrical Resistivity or Conductivity surveys work on the principle that soils retain differing amounts of moisture which effect the speed in which an electrical charge can travel a distance. The amount of time that it takes a charge to travel between two points can be recorded and used to generate a map of areas were the speed changed. So in the case of graves the speed of the electrical charge may increase or decrease depending on the soil types and the amount of water contained within them. Ground Penetrating Radar (GPR) works by sending a microwave signal into the ground and the reflected energy is picked up by the antenna and subsequently recorded in a processing unit. The difference between the time the signal was generated and the returned signal was received is converted to a depth of penetration. GPR is currently the preferred method to identify human burials. In the case of the County Home investigation both aerial and terrestrial remote sensing methodologies were employed.

Aerial photography

Historic aerials from 1953, 1969, 1991 and current aerials 2022 were examined to identify areas where burials could be or were likely not located. The older aerials were downloaded from the University of Florida's Digital Collections Library and geo-rectified into ESRI ArcGIS. Of particular importance 1940 aerials of Florida's coastal areas exist in Kanas at the USDA storage facility these are not digitally stored and would require either a county person go out to find the aerial, pull it and have it scanned there. Or hire a local researcher to do the same and then email the aerial to the county. The county should seriously consider having all the 1940s aerials of the county scanned and georectified into our GIS system since they represent the only record of what the predevelopment environment of the county looked like but some of the earliest constructions within the county. For the aerials we have access too polygons were made

in GIS and placed over the built environment (builds, roads, paths and other relevant features). Areas of land clearing, vegetation patterns and soil disturbances were classified as Region of Interest and evaluated to assess the potential for such areas to contain either unmarked or marked burials. These areas if available during the investigation (i.e. were not under an existing building, road, or trees) were subject to both pedestrian and geophysical surveys.

Light Detecting and Ranging (LiDAR) and Digital Elevation Models (DEMs).

LiDAR is a remote sensing method for determining the distance of objects with a laser, a Global Positioning Satellite (GPS) system and measuring the time for the reflected light to return to the receiver. The result is three dimensional point cloud of what was present in the scanned area (building, roads, trees etc.). By selecting, the last data point to return for each laser pulse a Digital Elevation Model (DEM) can be created. Such models are sometimes called Bare Earth Models since they remove all points above the ground interpretation. The advantage to a DEM is they require far less computing power to manipulate and interpret than a point cloud containing millions of data values. The accuracy of the DEM is based on how many points in a meter were used to create it (the more points to more realistic the models). In 2016, Palm Beach County had a LiDAR flight flown over the entire county. The point cloud data was used to construct a DEM based on 6 points per meter. This represents the best model available. DEMs and raw LiDAR data can be used to look for depressions, which may correspond to either individual or mass graves.

Figure 22 is a DEM of the County Home Property.

Ground Penetrating Radar (GPR)

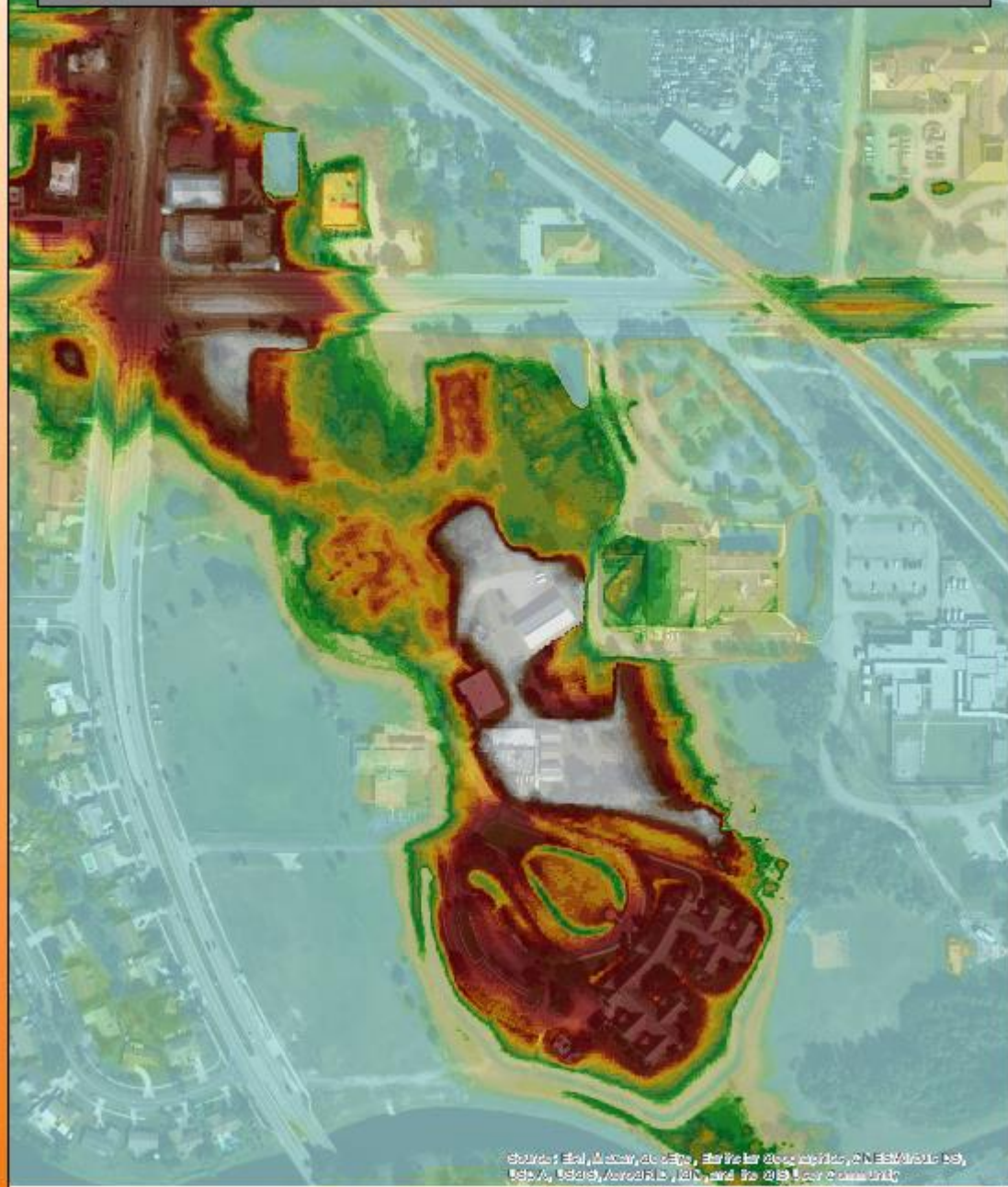
GPR can provide a highly detailed image of the subsurface regardless of surface disturbances/conditions. It works by a transmitter array sending a microwave signal into the ground and the reflected energy is picked up by an antenna receiver and subsequently recorded in a processing unit. The difference between the time the signal was generated and the returned signal was received is converted to a depth of penetration. The returning signal can be faster or slower, stronger or weaker depending on the type of material it passed through and/or reflected off. A GPR field technician will push or pull an antenna over an area, recording data. This data is processed in a computer to create a two or three dimensional image of the subsurface depending on the desired methodology. In ideal situations, the grave shaft, coffin or vault will be visible. GPR is probably the best form of remote sensing as long as the clay or muck content of the soil is low.

GPR antennas are rated by megahertz (MHz). The higher the number, the more shallow the radar beam will penetrate. The beam will have a smaller the Fresnel zone which is the diameter of the beam as it moves through the soil column. The smaller the Fresnel zone provides finer resolution. Conversely the lower the Mhz number the deeper the beam can penetrate, however, the Fresnel zone will be much wider resulting in less resolution. For most archaeological applications in south Florida, the average depth of cultural deposits occurs from one foot (.30m) to four feet (1.2m) below the surface. This obviously excludes areas where sand or shell have been purposely mounded to higher elevations (mound sites).

Common Offset (CO) surveys are the most commonly used during GPR survey methods. In CO surveys, the distance between the transmitter and receiver is fixed. Data are collected as the transmitter and

County Home Property

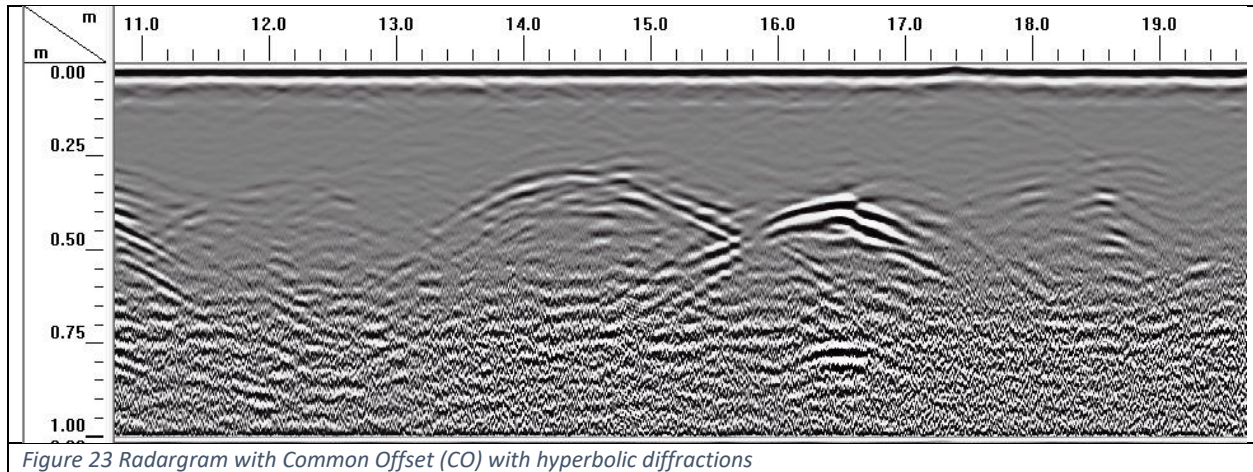
2016 LiDAR DEM



Planning, Design
& Mapping
2016-2017
1000 10th St, Suite 100
Boulder, CO 80502
781.444.4444

Figure 22 LiDAR based Digital Elevation Model of the 45th St. Property.

receiver pair are moved to a new position. CO surveys are effective for estimating the depths of horizontal interfaces, locating pipes, voids in the soil column and compact buried objects. These objects generate hyperbolic diffractions in the radargram data (See Figure 23).



Palm Beach County Historic Preservation Office has access to several GSSI inc. GPR antennas. The first is a Dual frequency 800 and 300MHz antenna system. It has functional depth 0-7m (21ft). These antennas work simultaneously resulting in a blended radargram offering superb resolution between the surface and 9.84ft (3m). Dual antennas offer a significant timesaving's compared to single antennas being able to collect both datasets at the same time. The down side to this system can only be used to collect data in a linear CO survey (i.e. it cannot be used to create 3D radargrams).

The next antenna is a GSSI digital 350 MHz, which has functional depth of 0-12m (40ft). This antenna uses proprietary software to achieve greater penetration while retaining a smaller Frenzel aperture. This allows the software to exclude weak returns which can muddle radargrams. This antenna can do both linear COs and 3D radargrams. Several 3D grids were collected within the paupers field. The grids were limited to 32.8 x 32.8ft (10x10m) grids, which were collected at 3.28ft (1m) and 1.6ft (.5m) intervals. This was done since it could provide a means to estimate how densely bodies may have been placed within the Paupers field.

Global Navigation Satellite System (GNSS) Trimble Virtual Reference Station (VRS) Real-Time Kinematic (RTK)

Global Navigation Satellite System (GNSS) refers to a constellation of satellites including Europe's Galileo, America's NAVSTAR (GPS), Russia's Global'naya Navigatsionnaya Sputnikovaya Sistema (GLONASS) and China's BeiDou Navigation Satellite System. These satellites are at fixed distances in space and transmit positioning and timing data to GNSS receivers on earth called base stations. The GPS receiver calculates the difference in time (a result of the data signal passing through the ionospheric and tropospheric layers) between when the satellite sent the signal to when it was received by the GPS unit to determine its location.

VRS-RTK is a technique that uses cell carrier-based ranging which provide distances which are significantly more precise than those available through code-based positioning of GPS satellites. RTK techniques

reduce and remove errors by calculating range (distance) by determining the number of carrier cycles between the satellite and the GPS receiver, then multiplying this number by the carrier wavelength. The RTK method is used when centimeter-level positioning accuracy is required.

Trimble GNSS R-10 receivers in a combination with Trimble TSC7 data collectors were used to mark the locations of GPR CO hyperbola diffractions as they were found. These were denoted with a survey area prefix and sequentially numbered.

Soil Probe

A “T” probe has a long steel shaft, which is ¼ of an inch (6.35mm) with a “T”-handle and a rounded tip. They are used by pushing the tool rounded tip first into the soil to locate objects while disturbing very little soil vertically or horizontally. The area is probed to find resistance, which could confirm the presence of a coffin, vault or buried marker. This method cannot find burials that were not in coffins or those that have significantly rotted. This is because as the coffin and remains decay, the voids fill in with soil, leaving no resistance or voids to be encountered. Probing has difficulty finding small coffins of infants or children since their bones are not as well developed and often preserve poorly. The probes were only used to try to locate the “lost” markers mentioned in the 1980s newspaper description (Wharton 1984). This was achieved by not pushing deeper than 6” from into the ground surface. When a marker was located, the probe was located either six inches to the north or south and pressed slowly into the soil. This process was repeated every six inches until another marker was encountered. If no marker was located within two feet the probe was moved six inches to the east or west and the north to south pattern was repeated. If no marker was found, the area was abandoned and another area sought. This method was only carried out along the western boundary where a few cement makers can still be seen on the surface.

Remote Sensing Analysis

The 1940 aerial is only available as a mosaic index the county home property can be found on Flight CJF 12 image 66. Based on the year the County Farm had only existed for 20 years at this time. Given the size of the mosaic it was scanned at a low resolution so the image can’t be used for detailed remote sensing. The 1940 aerial of the property does exist in Kanas in a USDA document center. The staff there will not pull or scan documents so it would be necessary for a researcher to do this themselves. This aerial may be the only way to establish not only where the original structures were located but also where the earlier pauper’s field may have been located. Historic aerials from 1953, 1968, 1969, 1995 and 2020 were used to determine the location of structures through time and infer the location of the pauper’s field/

The 1953 aerials were collected on 2/1/1953 on Flight BUM 1L images 28 and 30. By this date, the County Home had existed for 33 years and 25 structures can be counted within the project area. Extensive shell rock and two track roads can be observed.



Figure 24 1953 Aerial of the 45th St. Property



Figure 25 1953 Aerial with roads and buildings highlighted

Based on the 1953 aerials there are four Regions Of Interest (ROI) regarding the location and extent of possible paupers fields. The red polygon was encompasses the known cemetery and some areas thought not to contain any graves. This area is defined on vegetation differences and light areas, which correspond to exposed sand reflecting light. Along the southern and eastern sides, a fence line is easily discernable. A north to south two-track dirt road defines the western end. Another road originates from this road leading to what appears to be either a parking area with a small structure. The northern boundary is inferred by a linear cluster of light colored circles. These correspond to the location of a row of substantial poured concrete fence posts.



Figure 26 Close-up of 1953 Aerial where Pauper's Field may be located

The pauper's field area is approximately rectangular 480ft long (east to west) by 270ft wide (north to south), encompassing 2.77 acers.



Figure 27 1953 Aerial with Regions Of Interest (ROI) and Paupers Field

Region of Interest 1

The first area of interest is a small rectangular area approximately 137ft long (east to west) by 64ft wide (north to south), encompassing 929.5sq.yards (.19 acers). The area has been cleared of what was likely scrub vegetation this area is located just south of the previously defined pauper's field.

Several attributes make this area interesting as a potential location for either being part of the larger paupers field or potentially as a separate minority cemetery. This area is small compared to the defined area of the pauper's field. If the pauper's field had reached capacity at this time ROI 1 could represent an expansion. Alternatively, since the trees along the fencerow were not removed this could also represent a distinction in burial areas that would be expected in the segregated south. This area is also located south of the higher elevation of the ridge as can be seen in the DEM of figure 28. This could be interpreted as placing the deceased white people "above" the minorities which would reinforcing racial practices and beliefs of the time. Today area ROI 1 is a generally undeveloped area between the southern slope of the high ridge portion of the property and the road for the Female Juvenile Justice building.

Region of Interest 2

The second area of interest is nearly rectangular in shape and approximately 201ft long (east to west) by 127ft wide (north to south), encompassing 929.5sq.yards (.5 acers). Two smaller roads or larger paths are located in ROI and the area appears to have been previously cleared and vegetation is recolonizing the area or the area was actively being cleared. This area is located just southwest of the previously defined pauper's field and west of ROI 1.

Several attributes make this area interesting as a potential location for being a potentially as a separate minority cemetery. This area is small compared to the defined area of the pauper's field. The area is more poorly defined and less taken care of which are often attributes of African American cemeteries that date to this time. This area is also located southwest of the higher elevation of the ridge and the pauper's field. As with ROI 1 this could be interpreted as placing the deceased white people "above" the minorities again reinforcing racial practices and beliefs of the time. Relatedly this area would have an obstructed view towards the east given the increased elevation of the ridge. As such, the deceased located in this area would in theory see the second coming of Christ slightly later than the people buried on the apex of the hill would. Again, this could have been an implicit means of retaining the status quo regarding race relations.

This area could have also been an earlier cemetery (ca 1920-1930) that was not subsequently being well maintained. With that said and based on the 1953 aerial this area might have been too swampy to provide a means for burials.

Today area ROI 2 is a mostly under a road and parking lot of the Victim Services and Sexual Assault Response Team building. This area was not surveyed during this investigation. Any future development or roadwork in this area should require an archaeological investigation before any plans are approved or finalized.

Region of Interest 3

The third area is approximately square in shape 163ft long (east to west) by 158ft (north to south) encompassing .58 acers. The area is located west of the larger two track dirt road due west of the western boundary of the pauper's field. It's southern side is defined by the same fence line as pauper's field. The northern boundary is weakly formed by several trees. The western boundary is formed by a vegetation difference.

There are several reasons why this region could also contain graves. The vegetation inside the region formed oblong patterning, which could correspond to the location of graves or clusters of graves. A similar pattern can be seen in the pauper's field to the east. Also during the field, reconnaissance of the pauper's field the earliest grave markers were found along the western boundary, which suggests the graves from the 1920s to early 1930s are, located somewhere else. The road could have been the boundary between the two cemeteries with the minorities being located to the west of those in the larger cemetery.

Today area ROI 3 is nearly entirely under the buildings of the Highridge School buildings. This area was not surveyed during this investigation. Any future development or demolition in this area should require an archaeological investigation before any plans are approved or finalized. Though speculative it is likely human remains could extend the modern footprint of the school.

Region of Interest 4

The fourth area is approximately rectangular being 257ft long (northwest to southeast) by 158ft (east to west) encompassing .55 acres. The area is located approximately 130' north of the defined northern boundary of the paupers field. This area is noticeably darker than the other areas because of being located in an area that had formally been a wetland and lakebed. The soils in this area likely contained far more organics than the surrounding higher sandy areas. This ROI has a bright white area along the western side of which likely corresponds to an entrance to the area. Just north of this area is a darker linear feature, which disappears approximately at the rear of the 1930s County Home building.

There are several reasons for this area being and not being a mass grave location. For being a mass grave, ROI 4 has a pronounced eastern exposure which is common in most church and municipal cemeteries. Pinecrest, Evergreen or IA Banks Cemeteries in Lake Worth Beach or Delray Beach Memorial Gardens are such examples. It is located in a less desirable area (low and wet) towards the FEC RR Corridor. This is similar to what Evergreen Cemetery and Shallow Memorial Park were before the City of West Palm Beach encompassed the surrounding areas. Lastly concerning areas with sloping lands terminating in a wetland/ lake the original location of the Woodlawn Cemetery where the Norton Museum of Art and Diana and Acteaon Place roads, are located in West Palm Beach. Another reason is the mention of a mass grave for the 1928 hurricane victims being located on the property (FMSF 2022). By 1953 the hurricane would have occurred 25 years earlier. Over such a time vegetation should have recolonized the area unless it was being maintained to be barren for some reason.

Concerning the area not be a cemetery the dark line located between the Second County Home and the ROI may suggest a trench with at least one buried pipe. In which case ROI four may have been a leach field for the facility. To confirm or refute this inference it would be necessary to determine when the facility was hooked up to the county or municipal sewer system. Another possibility though 1953 is rather late, given ROI's proximity to the "Dietary Kitchen" this area of darker soil may have been a garden as proposed in 1917 and 1918 to offset the costs for feeding the residents.

Today this area is under the State's Department of Health Building and associated parking lot. It is unlikely any archaeological monitoring or testing was done when the building or parking lot was constructed. If this area was a cemetery, it is unlikely the graves or skeletal elements remain intact where the building is located. Human remains in the driveway/roadway and the parking lot may/could still exist and in at least theory could still be relatively intact. Any future work or demolition done where the building stands today or in the roadway should require an archeologist to monitor the soils for the potential of human remains to be present.

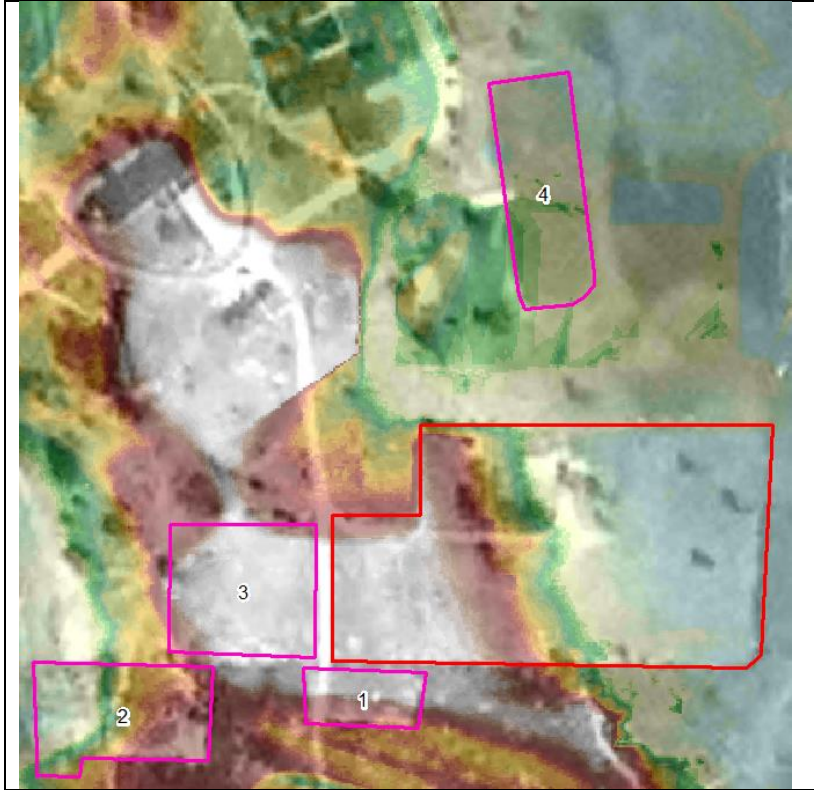


Figure 28 DEM with Regions Of Interest (ROI) and Paupers Field

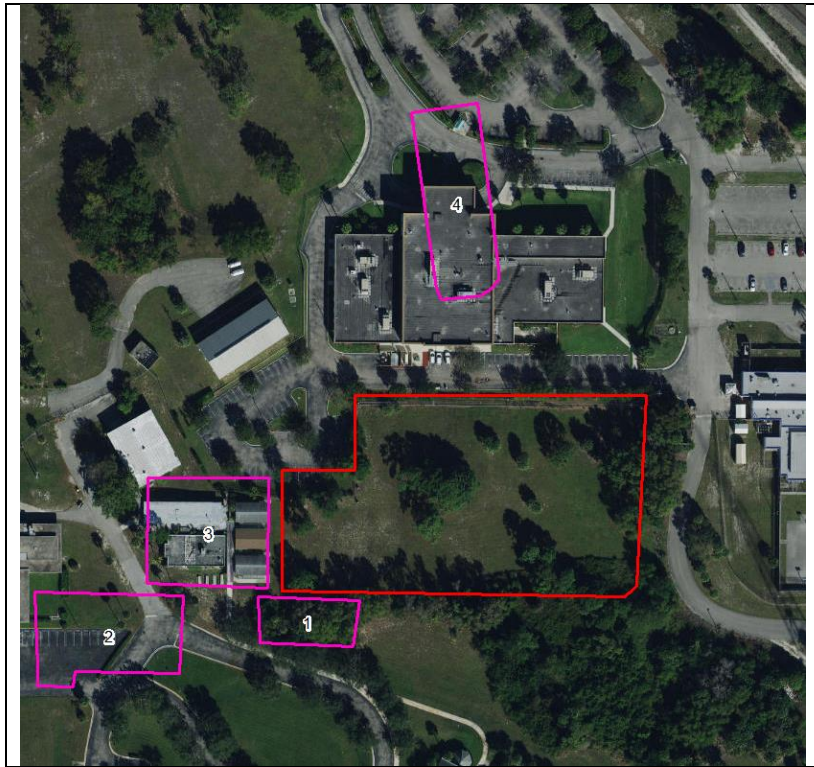


Figure 29 Modern Aerial with Regions Of Interest (ROI) and Paupers Field

The 1968 aerial was collected on 12/5/1968 on flight BUM 4 KK on image 88. 33 structures can be identified and a well-developed road system. The majority of the roads appear to be either constructed with asphalt or tar and chip. Few two-tract roads can be made out on the eastern side of the property. The most unique shape structure is the county jail, which has five wings from a central hub. A sixth building is attached to the central hub by what appears to be a breezeway. North of the hub is circle with three walkways leading to what appears to be either a fountain or monument.

In Figure 29 there are several regions of interest (ROI) around the pauper's field. The first is within the current defined bounds of the field itself (ROI 1). ROI 2 covering an area of 56,894ft (5286m), is a region of linear white patches separated by equally long gray strips. The linear white patches are the scars from rows of graves having been excavated. The dull gray area is an area of disturbed soil where vegetation has taken hold, near the center of the larger pauper's field. This area also likely represent graves.

ROI 3 is a rectangular area enclosing 5812ft (504m) that appears to have been recently cleared and possibly defined by fencerows. The last graves to be placed in the pauper's field was reported to be in 1958 (Warton 1984) so it is unlikely this area was for new graves. However, the area could have previously been used as an area to bury minorities. This area may have associated with what has been named the "*High Ridge Structure*". The remains of this structure are discussed in greater detail later in this report.

ROI 4 is a large rectangular area enclosing 29,002ft (2694m). Like ROI 2 in the 1968 aerial, long linear white patches of soil can be seen separated by gray areas. Based on the 1953 aerial this ROI was water so it's unlikely it represents graves. This may be demucking or infilling of low areas efforts. By 1991 trees have colonize this area and two tract sand road has cut through to a radio tower. As of 2022, the trees are fully established and two-tract road still exist.

1995 Aerial

Significant changes occurred between 1968 and 1995. 21 structures were demolished nine of these structures were located in northwestern corner of the property. The post 1948 hospital had been connected to the 1960s County Home buildings. Five other wings had been added to form a single large structure. By this time, the male Juvenile Justice structure was constructed while the County home was demolished. No obvious ground disturbances can be observed in the aerial with the exclusion of southwest corner of the property where it appears the area is being prepared for development.

2020 Aerial

The 2020 aerial has the fewest number of buildings (n=16) likely since the earliest constructions at the county home property. These buildings have effectively boxed in the pauper's field cemetery. By 1953, the cement fence posts had delineated the northern and western sides of the field. There is no documentation indicating when the fence may have been installed. As such, the pauper's field could have existed earlier in the 1930 or 1940s. If this is case, the construction of the *Sable Palm School* (ca 1990) renamed the *High Ridge School* and the Palm Beach County Health Department parking lot may have impacted existing graves.

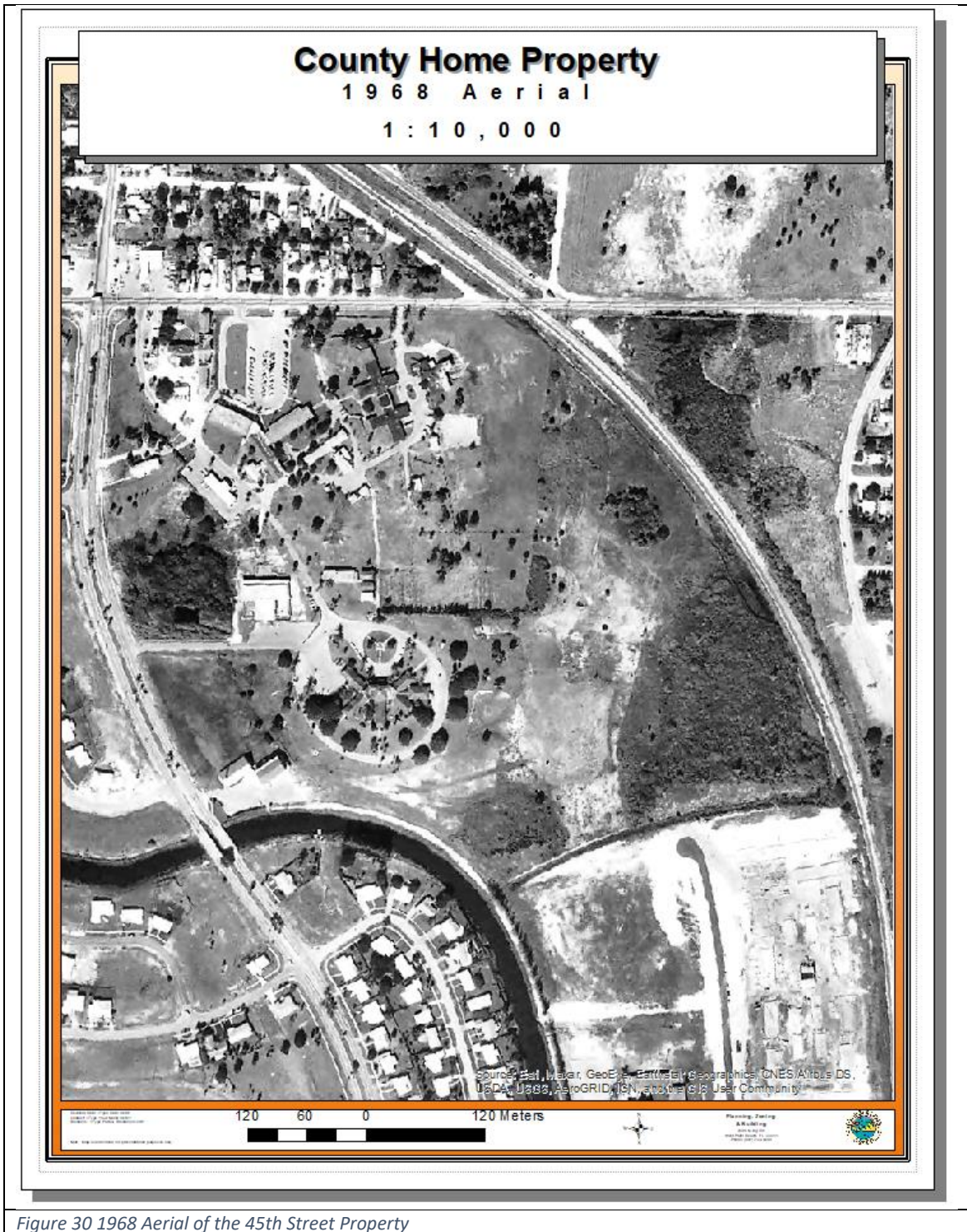


Figure 30 1968 Aerial of the 45th Street Property

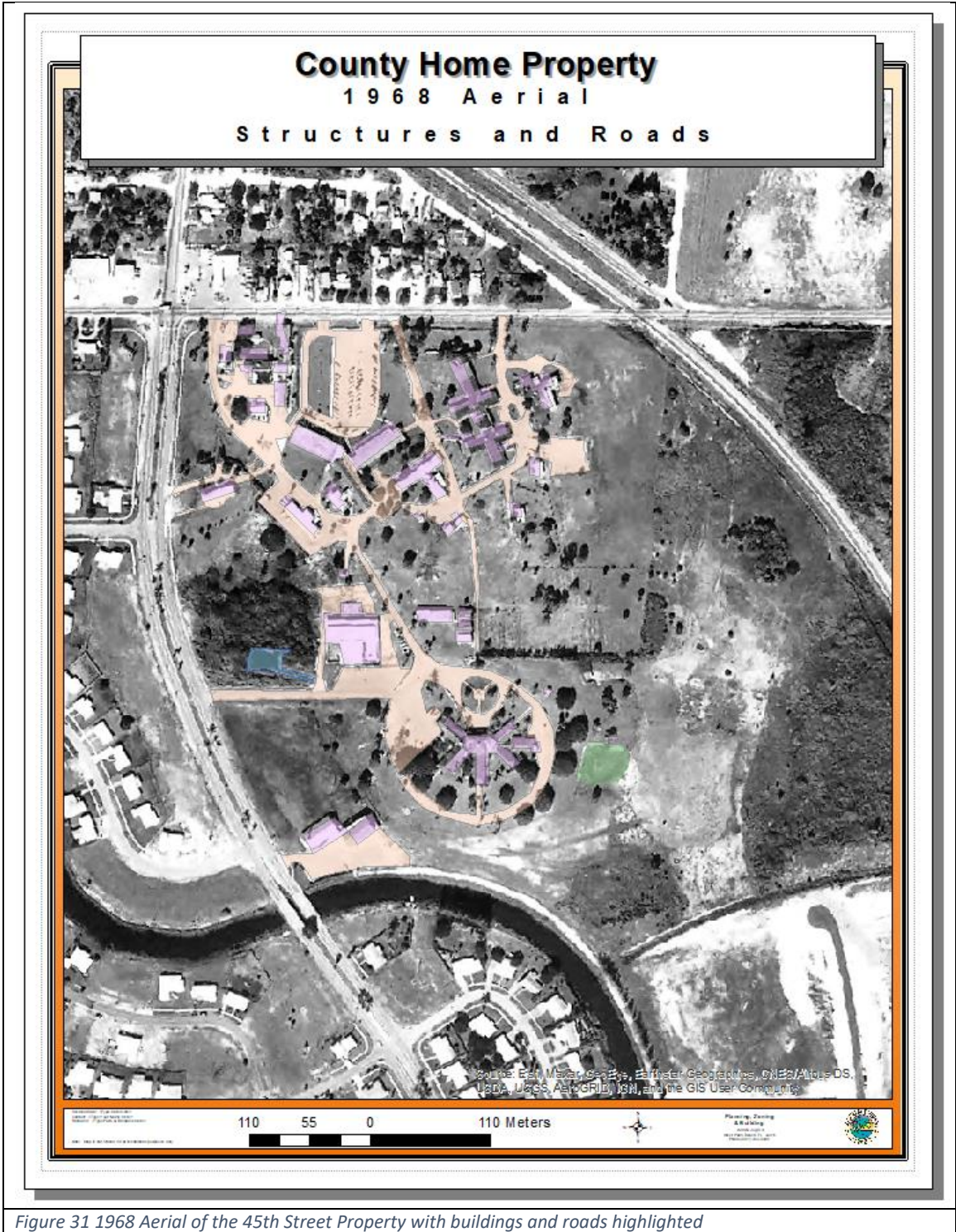


Figure 31 1968 Aerial of the 45th Street Property with buildings and roads highlighted



Figure 32 Close-up of 1968 Aerial of Pauper's Field Area

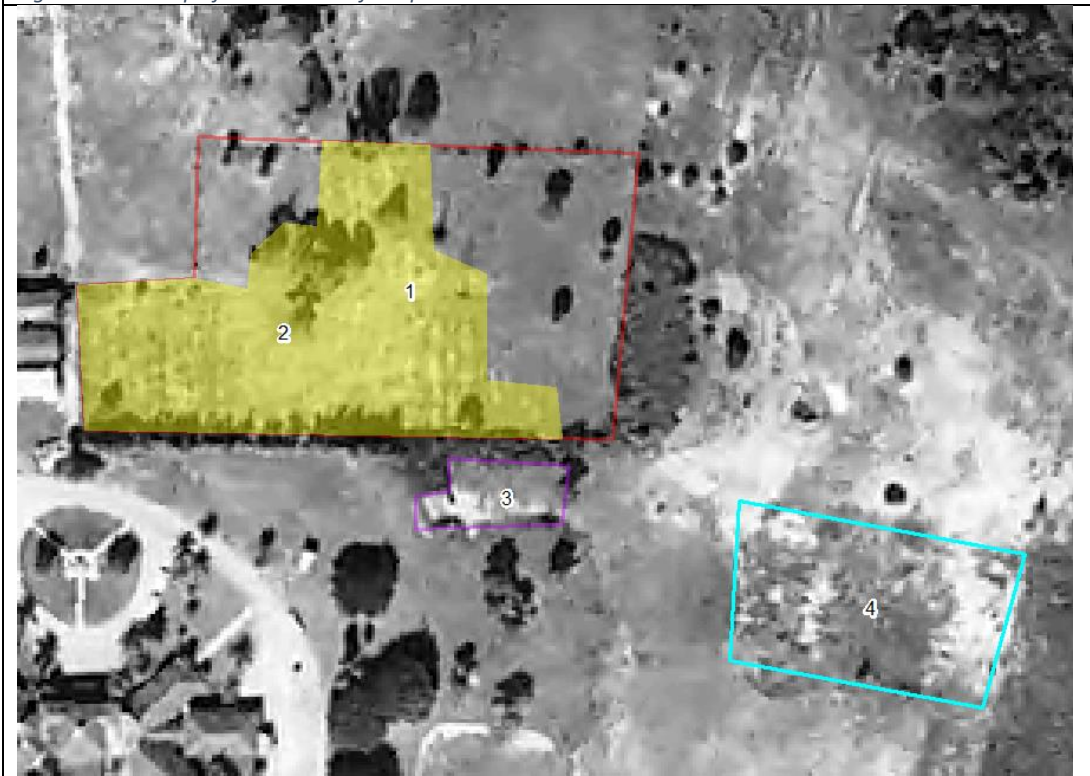


Figure 33 Close-up of 1968 Aerial of Pauper's Field Area with Regions of Interest (ROI).

County Home Property

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80 40 0 80 Meters



Planning, Zoning
& Building
10000 Park Center Drive
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Figure 34 1995 Aerial of 45th St. Property



Figure 35 1995 Aerial of 45th St. Property with roads and buildings highlighted

County Home Property

2020

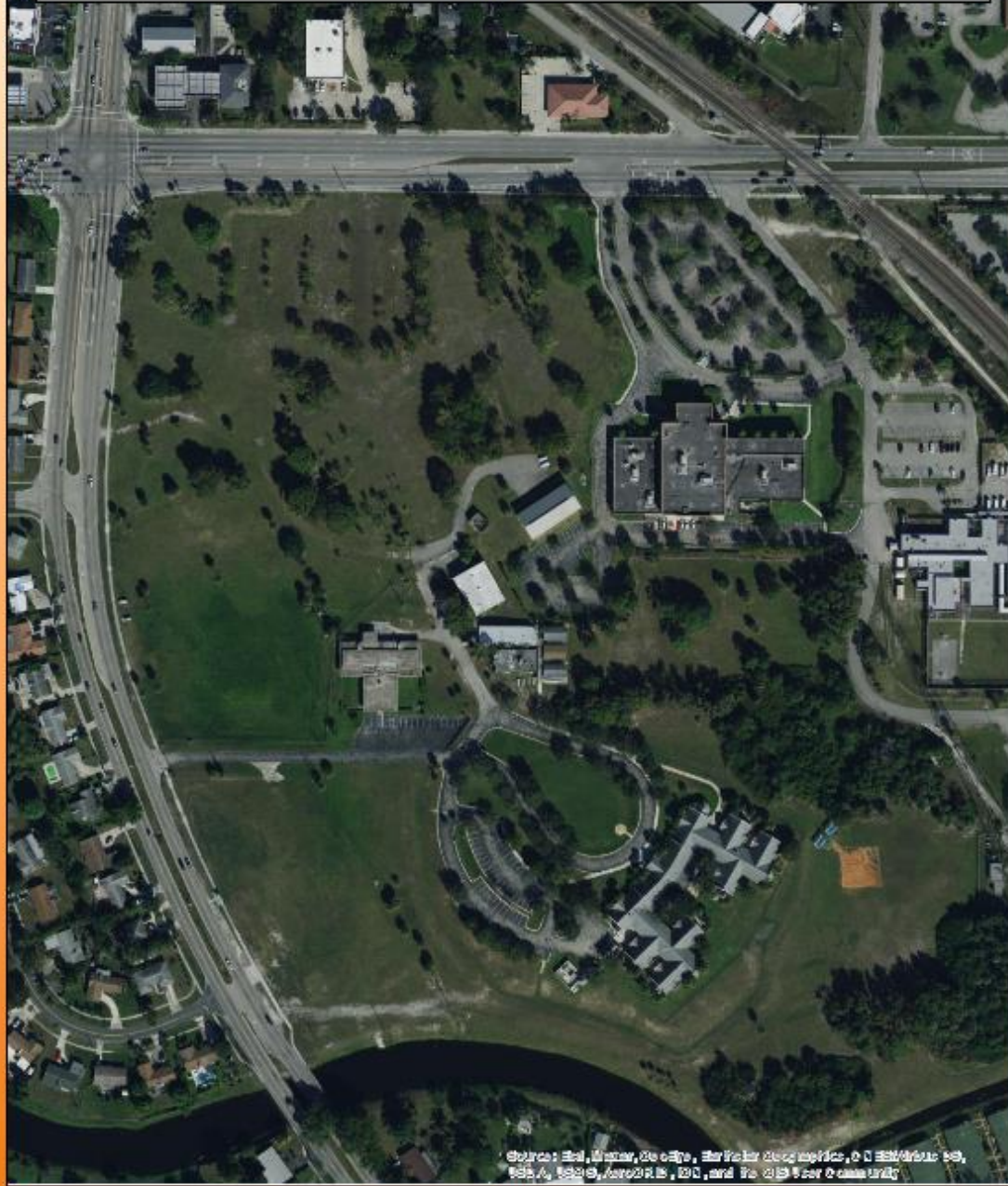


Figure 36 2020 Aerial of the 45th St. Property



Figure 37 2020 Aerial of the 45th St. Property with roads and buildings highlighted

When the remote sensing analyses are combined into one image, analysis the density of development can be contextualized. The greatest density of development occurred along the 45th street (north) side of the property.

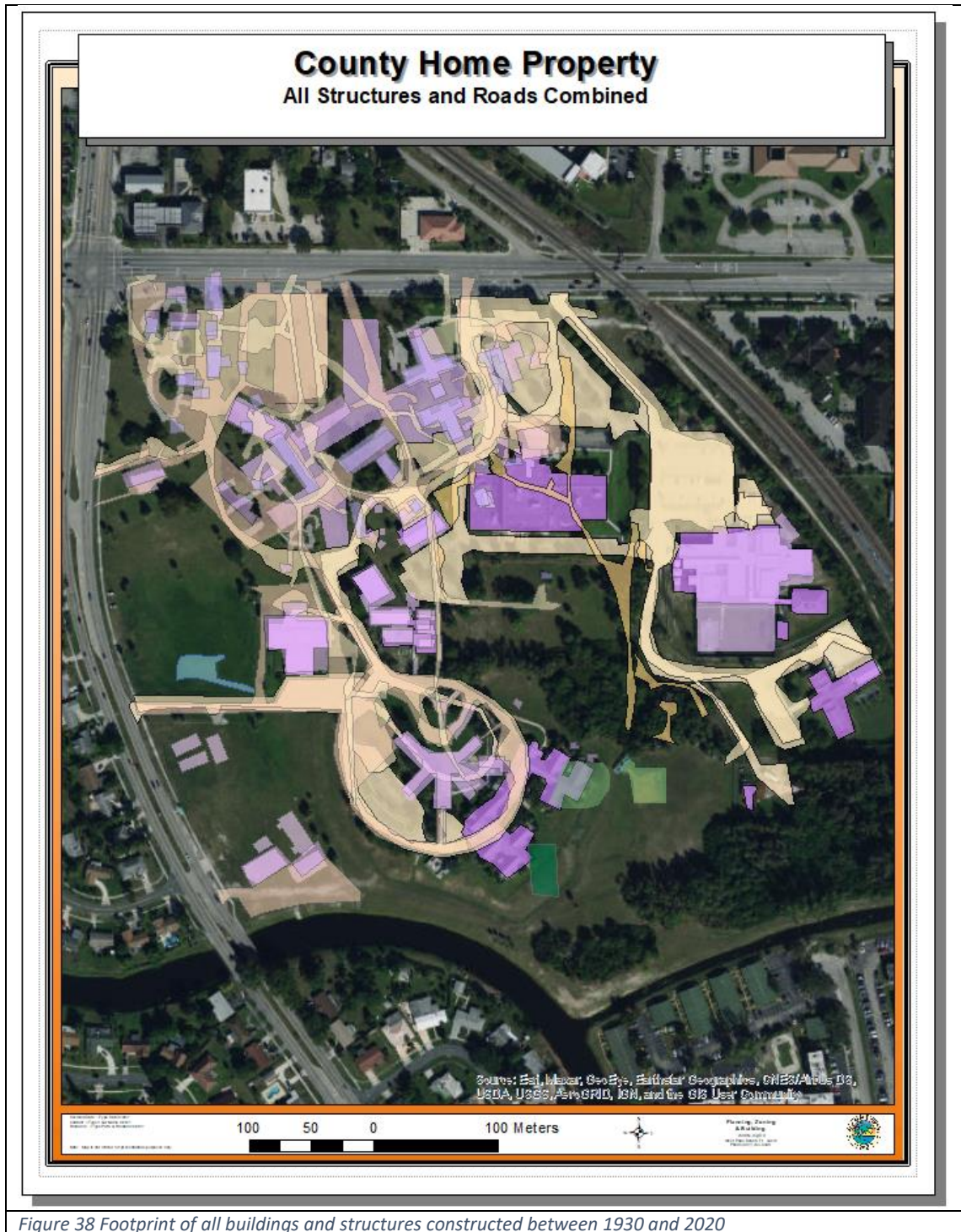


Figure 38 Footprint of all buildings and structures constructed between 1930 and 2020

Results

The GPR returned a minimum of 2243 significant common offsets hyperbolas across the property. Many of these likely correspond to past construction and subsequent destruction activities along the northwestern portion of the property (with the exclusion of Region of Interest 5 discussed in greater detail later in this report) or with human graves associated with the paupers field towards the center of the property.



Figure 39 GPR returns by survey areas of 45th Street Property

The Northwestern quadrant of the property was one of most intensely redeveloped areas over the decades of the County Home property. This area produced hundreds of GPR reflectors. Based on the preliminary survey conducted here with the available equipment there is no way to know if these represent rubble, tree stumps, natural concretions or graves.

The West Central portion of the property was a wetland and historically only sparsely developed. It is unlikely this area could have been used as a cemetery until sufficient drainage efforts had occurred. As

such this area is unlikely to contain any historic period resources. Prehistoric resource could exist but it unlikely. Given these findings, this area should be considered preferred development area.

The Southwest “Church Area” quadrant was also a wetland historically. It was surveyed at a 10 foot interval with the GPR based on the presence of the former church structures. Only a few reflectors were encountered with the GPR. Given the distance between reflectors, it is unlikely they represent graves. Prehistoric resource could exist but it is unlikely. Given these findings, this area should be considered preferred development area.

The northeast and southeast quadrants were not survived during this investigation since these areas were not under consideration to be developed. Furthermore, the Southeast quadrant was historically part of *Lake Occobsee* and today is still very wet. Historically, development has been very limited in this area. While modern crucifixes were observed and reported in this region it is highly unlikely historic burials are present in this region. Though unlikely, prehistoric resource could exist in the area given its proximity to the Big Lake Park Site.

The central “developed area” was not intensively surveyed with the GPR during this investigation. The results of remote sensing for this area will be discussed in more detail under Region of Interest (ROI) sections later in this report.

High Ridge Structure

While rubble consisting of cement, glass, glazed tile, marble, metal, terra cotta tile, terra cotta pipe were observed across the larger property only one ruined structure was located. This structure consisted of three concrete block walls (none complete) and two cement basins. This structure had been built into the northern and eastern slopes of the southern ridge. In figure 41 the digital elevation model clearly shows a rectangular shaped area of lower elevation. This suggests the area was excavated lower for the purpose of the construction of the structure. This would have left the northern portion of the structure exposed. It is unclear if this would have represented an earthen cellar, crawl space or maybe a true basement. While basements are rare in South Florida there are a few homes on the higher ridges which do have basements. The presence of two large cement basins leads one to infer a finished area.

It is difficult to estimate when this structure was constructed as available historic aerials only show the former footprint of the building in a 1995 aerial (Figure 40). It is not present in the 1953 nor 1969 aerial. This suggests the building either predates and was demolished by 1953 or postdated 1969 and was demolished prior to 1995.

Based on the 1995 aerial the structure was 112’x 112’, which is a substantial footprint, being three times the size of an average homes in the area. Based on vegetation patterns in the aerial, a former road can be seen along the west side of the property extending towards the 1948 County Hospital. A small driveway can be seen to the east. These indicate the building was of some importance being frequently visited/used. There is memory of an oral history of a family living in the structure prior to its demolition but not much more than that.

The cement basins deserve more discussion as they may give some clues as to what the structure was being used for. One basin is broken and was minimally 4-5’ long by 2’ wide and approximately 2’ deep. The other is 4’ long 2’ wide and approximately 2’ deep. They are crude cement castings, they resemble

animal troughs or small cisterns. Both have ¾" galvanized pipes with copper fittings above the basin. These would suggest they were for water inlets to fill the basins. Galvanized pipes were invented 1836. This entailed coating a steel tube in zinc prevent corrosion. This type of plumbing was not used frequently until the 1930s in the US. Even though thin copper wall piping was available by the middle of the 1930s in the United States, galvanized piping was cheaper and remained in use until the 1960s-1990s. Then in the 1990s, it became clear after decades of use the interior of these pipes would corrode resulting in iron and lead (contained in the poorer quality zinc coatings) leaching into the tap water. Based on the presence of this piping material it is likely the basins were constructed between the late 1930s until the 1990s.

The property was a failed orange grove prior to 1917 but there is no mention if animals were also kept on the grove. Animals would have needed some protection and water but CBS construction would be shocking for farms of the time. Based on the early newspaper articles it was put forth that animals would be kept on the county farm but there is no reference if they ever were actually purchased or where on the property they may have been kept. Therefore, it is unlikely the high ridge structure was a bank barn with the animals being kept under the main floor. In addition, if animals were present and this structure was associated with them a signature of the building existing should exist in the 1953 aerial.

The cisterns explanation is harder to evaluate, if the structure was demolished prior to 1953 then cisterns could have been used to retain water. However, they are not of large enough size to hold more than 16 to 20 cubic feet of water. Again, given the substantial construction of CBS one would expect some vestiges of the building to remain in the 1953 aerial.

Another option though unlikely is they represent septic tanks. This is very unlikely since they are within the foundation of the structure and the galvanized pipe coming in suggests water under pressure would come into the basin. This would not be case if they were septic related. Similar basins are used commercially for cleaning large volumes of materials or large objects. However, the laundry and kitchens were directly east of the 1948 hospital so this seems unlikely. Given the proximity to the pauper's field could this building have been used as a morgue to hold and prepare bodies prior to burial? This seems unlikely as well since the structure apparently postdates when the last graves were being placed (the late 1950s).

Based on the apparent construction and demolition times for this building could it have been associated with the 1980s HIV/AIDS epidemic? This seems unlikely since the AIDs Hospice was located in a wing of the County Home hospital at that time. Could this building be where the alleged abortions were taking place? Maybe but far more research about this structure needs to be undertaken before any definitive conclusions can be offered.



Figure 40 Location of High Ridge Structure on 1969 aerial.



Figure 42 Large cement basin with water line in High Ridge Structure



Figure 43 Northwestern CBS wall on High ridge area of County Home



Figure 44 Interior side of northwest wall

Paupers Field Investigation

The pauper's field was the first area to be investigated during the survey. The area is nicely maintained consisting of mowed grass and both native and exotic trees. The western end of the cemetery is located at 27' of elevation while the eastern end is lower at 13'. From east to west, the area measures 480' at its maximum and 270' north to south encompassing approximately 2.8 acres. Given the paucity of available historic documentation, regarding the pauper's field there is no indication if the cemetery was ever consecrated and if so by which sect of Christianity. If it was consecrated and a Jewish person was buried in the field the sextant would have violated Rebitic law since Jews are not supposed to be buried with non-Jewish peoples.

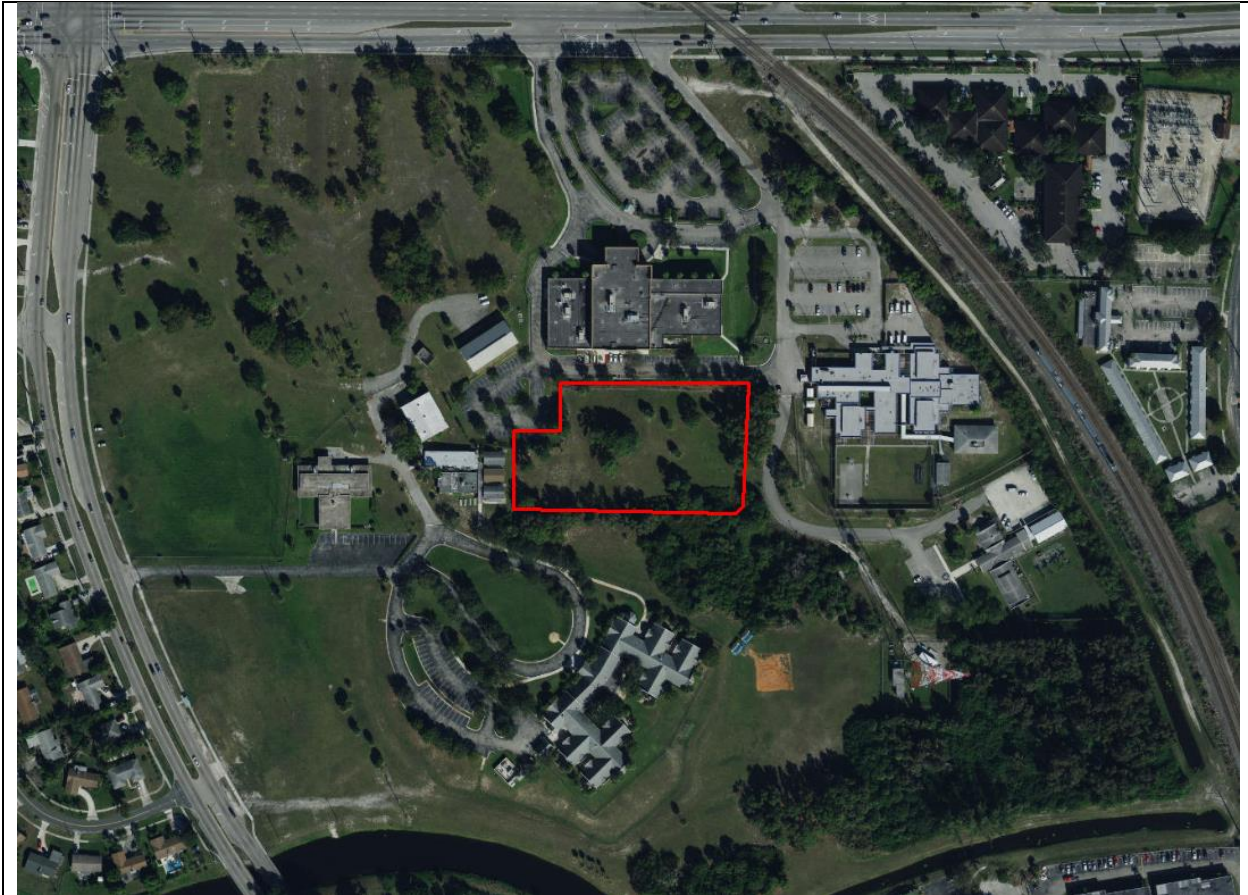


Figure 45 Approximate dimensions of Pauper's Filed over modern Aerial

The northern and western perimeter of the field were delineated with poured cement posts measuring approximately 8"x 8", have flattened corners and extend above the soil three to five feet. Their total length is unknown but could extend 2-3' into the ground. The tops of the posts are slanted at approximately 45-degree angle. What appear to be gate hinges were set into the concrete when poured at 6" from the bottom of the 45 degree slanted top and approximately 2-2.5' lower. It appears barbed wire was placed between the hinge and concrete post and the hinge subsequently bent towards the post to hold the wire to the post (See figure 46). The posts are located along the northern and western sides of the paupers field but are absent from the southern and eastern sides. The distance between each post is approximately 20ft. On the 1953, aerial white circles can be seen in approximately the same area

forming a similar orientation of the posts today. Even though the resolution on the aerial is not enough to make out the actual posts the circles likely, represent the backfill around each post. The southern and eastern sides of the field are delineated by a tree rows. Within the southern tree line are rusted steel “T” post, fence posts. It is very difficult to date these types of fence posts since they have not really changed over the past century and as such might demarcate the southern boundary.



Figure 46 boundary posts with wire attachments

As can be seen in figure 49 modern 6' tall chain link fence has been placed two to four feet north and west of the historic concrete posts. It is unclear if these posts may have affected existing graves. Significant consideration should be given to remove the fence, as it serves no practical function as the eastern end is unfenced and allows for easy access to the pauper's field.

Along the western side of the property are two decorative coral rock gateposts (see figure 49). These marked the entrance to the pauper's field. There was once a metal arch connecting the two posts, or they were electrified since metal conduit extends above the top of each gatepost. If there was an arch then this would have been a lichgate. The southern post is in need of repair as some of the rock and chinking between the rocks is missing. Based on remote sensing of the 1953 aerial a road once through the gatepost to the cluster of trees to the east where structure and parking area once existed. This may have been the sextant's (person in charge of the cemetery and burials) work shed or office. Today the fill added to the original ground surface for the pad of the building is still visible. This structure is not in the 1968 aerial indicating it was removed between 1953 and 1968.



Figure 47 Historic Coral Gate Posts on western end of the property on 2020 aerial.

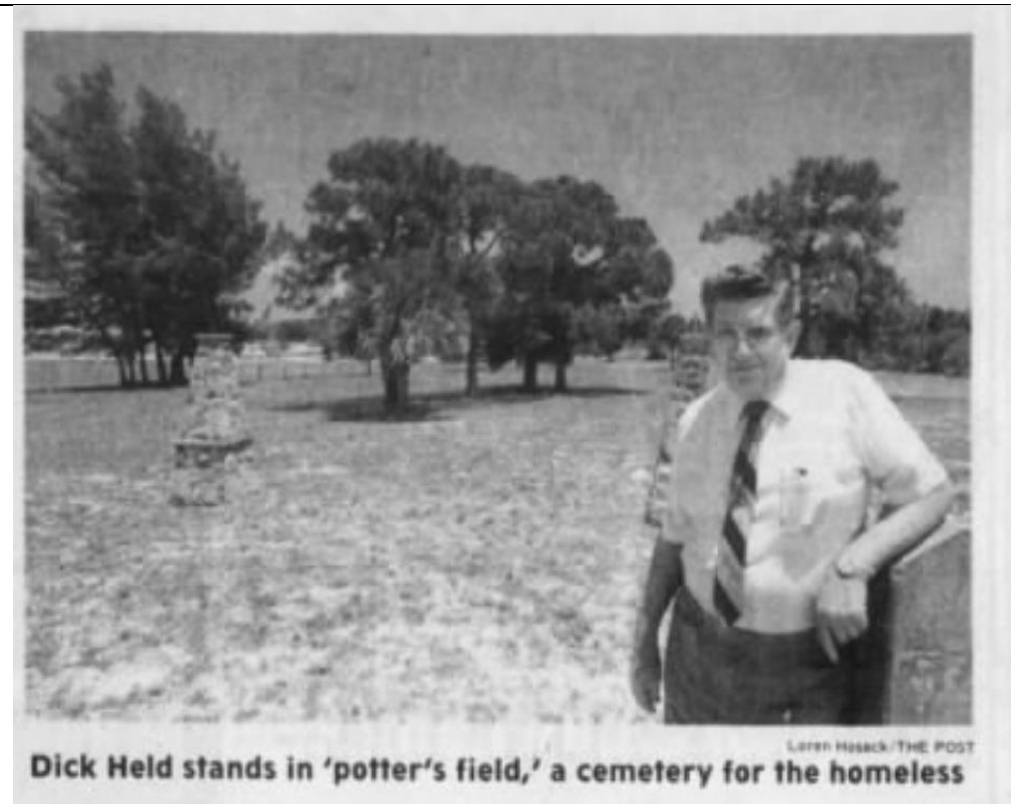


Figure 48 1984 Palm Beach Post article with decorative posts behind Dick Held former Director of the County Home property.



Figure 49 West end Southern Gatepost

West end northern gatepost



Figure 50 Epitaph to Ms. Rose Anges Grogan Tynes located on a cross along the western end of the paupers field.

In figure 49 at the base of the northern gatepost, someone has added a clear plastic cross. Clearly, descendants of concerned citizens are aware of the cemetery and continue to visit the grounds. Another modern addition to the cemetery is a wooden cross which has been erected under one the larger slash pine trees along the western side (see figure 50). The epitaph reads *“In Memory of Rose Agnes Grogan Tynes Born: October 14, 1905 Died October 8, 1935. Wife of Carl Leon Tynes Mother of Edward Joseph Tynes and William Joseph Tynes.”* The engraved plate appears to have been made from a blank electrical box plate. The *People Legacy* Webpage lists Mrs. Tynes as being buried in New Park Cemetery in Fort Gaines, Ga. There may be a tombstone for her their but based on the cross her remains may be entombed within the pauper’s field. The wear pattern and staining on the cross suggests the plaque has fallen out of the cross in the recent past and was reattached with Philips screws. This suggests descendants are possibly returning to the cemetery to maintain the memorial.

Along the western end of the property a handful of grave markers were observed on the surface. These were constructed of a cast cement base approximately 10x8 inches with bronze bolts set into the wet cement to hold an aluminum identification plate secured with square bronze nuts (See figure 51). The amount of information varied from plate to plate but tended to include one or more of the following: name (if known), age, birth and/or death date and/or hometown. Also included sometime was a LOT number. This is an important inclusion for the County Home Pauper's Field as "modern" cemeteries are generally organized by sections, blocks, lots and plots.



Figure 51 Example of aluminum identification plate found on the surface of the County Home paupers field cemetery.

How each cemetery is laid out is unique to that given cemetery. The pattern is dependent on when the cemetery was in use, where in the country it is located what religion or religions were/are entombed there, the nature of the terrain and how much land was available.

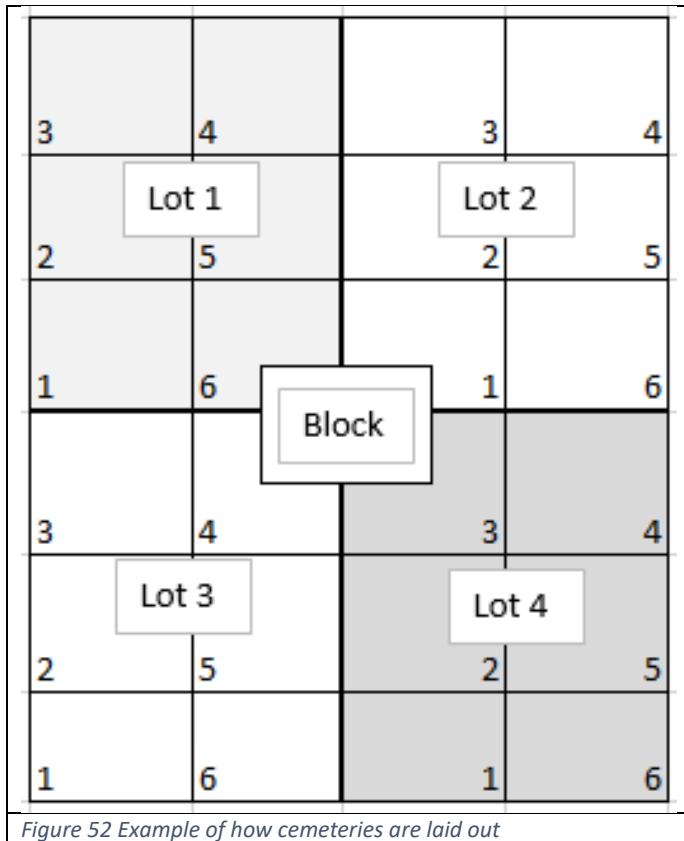


Figure 52 Example of how cemeteries are laid out

Generally, in larger cemeteries the largest division was section which could correspond to any number of variables from age (the pre 1700s, 1800s, or 1900s section), wealth, religion, to the person being a veteran. Within each section were one or more blocks. The number of blocks were determined by the size of the cemetery. Smaller cemeteries may not even have had the need for block designations. Like sections blocks could be further subdivide by differing variables. Next were lots, which again are determined by the size, they could be in groups as small as 4 or as large as needed. Within each lot, two or more individual grave plots may be located. These numbers would be recorded on a grave card or ledger kept by the sextant or the overseeing religious organization (See figure 52). In the case of mass graves or pauper's field coffins, shrouded bodies or just the corpse may have been placed on top of other internments to conserve space while expediting the burial process.

GRAVES REGISTRATION CARD			
Name [REDACTED]			
Address _____			
Date of Birth	05-09-1908	Place	INDIANA
Date of Death	09-19-1974	Place	
Cause		Date of Burial	09-23-1974
Name of Cemetery	St. Stephens Cem.	Location	Hamilton, Ohio
Section	S	Lot No.	64
		Block No.	
		Grave No.	2
Marker: Flat		Upright	None
Next of Kin			
	Name		Address

Figure 53 Example of a graves registration card (unknown 2022)

The fact that Ms. Emma Pace's grave marker has a lot number of 123 (figure 51). This means there was a logic behind how the Pauper's Field was laid out. In addition, there was at one time some system for recording who was buried in which lot and plot. In theory if the lot numbers were assigned sequentially, there are at least 122 more lots somewhere on the County Home property. The first thing that needs to

be done is to determine how many graves may be in lot 123. This will provide a means to estimate how many bodies may be unaccounted on the property. Then the rest of the area needs to be investigated to see if there were lots above 123. The fact that Director Held stated *"We had to probe the ground with shovels to find an open space"*(Wharton 1984) suggests the map (organizational system) and accompanying graves cards may have been lost by the time he started as the sextant in 1953. Held stated the pauper's field was in used from 1930 to 1958. However, this is likely an under estimate since the County Home was operational since 1919/1920 and it seems unlikely nobody died in the first 10-11 years of operation. Therefore, by the time Held started the paupers field was in use for at least 20 to 30 years.

Remote Sensing

The pauper's field has been well maintained and has excellent ground visibility. Pedestrian surveys over the property revealed some areas have more obvious evidence of anthropogenic modification than others do. For example, the western end of the property grave markers can still be found on the surface or just under the top few inches of soil. In some cases, the cement marker has been dislodged leaving sizable holes (this was likely the result of being unintentionally hit by lawnmower blades or wheels). The grass along the western side of the cemetery where the markers are located is patchy and thin leaving the sand below exposed. There is another thin and patchy area to the east (see figure 55) which is also thought to contain graves based on the remote sensing of the 1953 aerials.



Figure 54 Modern Aerial of pauper's field

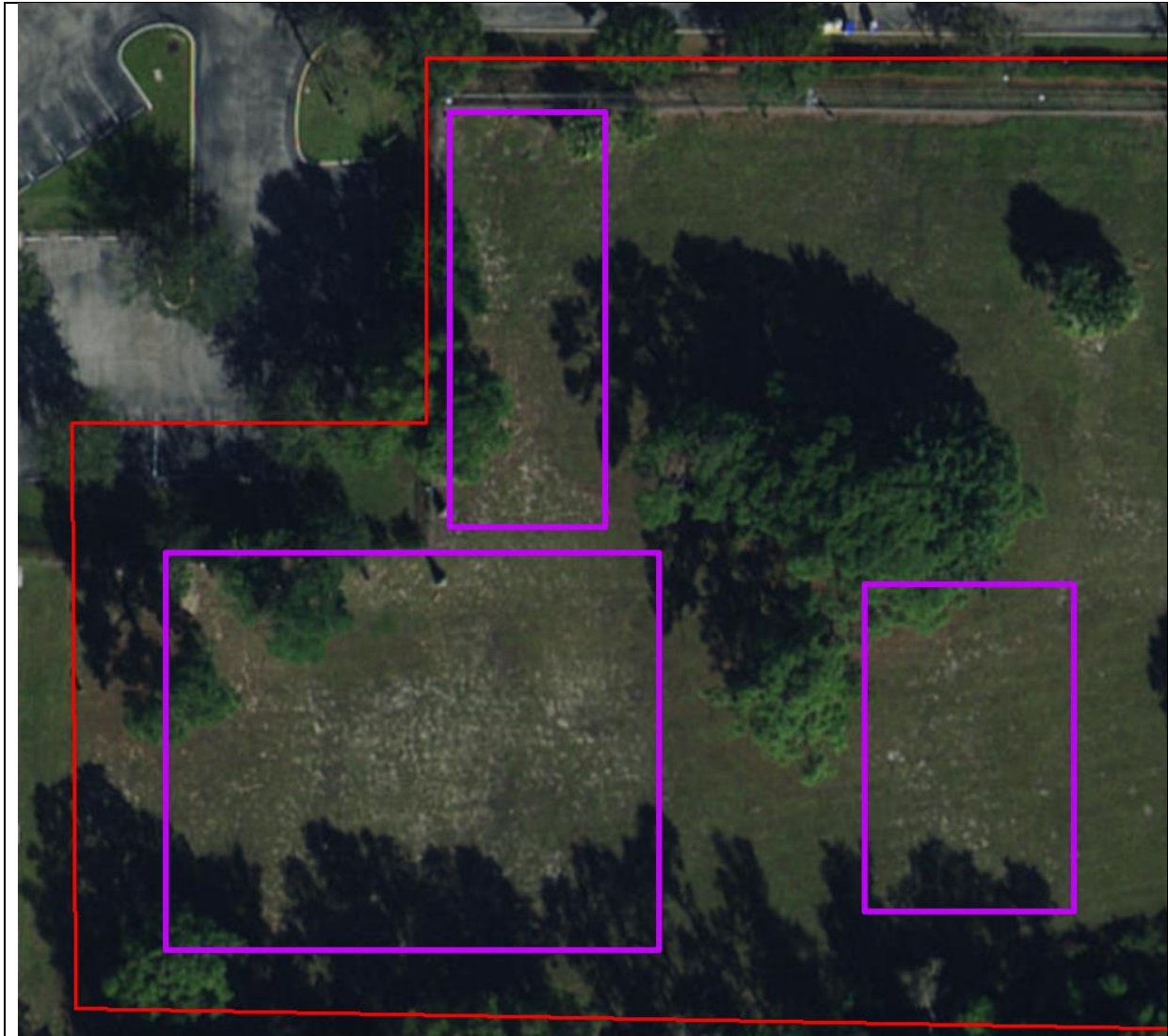


Figure 55 Modern Aerial of pauper's field with vegetation differences

The pauper's field was tested over multiple weeks with two different antenna frequencies. 838 CO GPR diffraction hyperbolas were recorded (see figure 56) in the area. These likely correspond to human graves. It would not be unreasonable to expect more graves to be present and may range between 251 (30% or $n = 1089$) to 419 (50% or $n = 1257$). These "extra" graves could represent stillborn, infants and children, or possibly double stack, or triple stacked graves; or badly preserved individuals all of which the GPR would be difficult to distinguish from other soil disturbances.



Figure 56 GPR Common Offset hyperbola diffractions

Figure 57 is an example of possible grave markers and graves based on the GPR CO hyperbola diffraction.

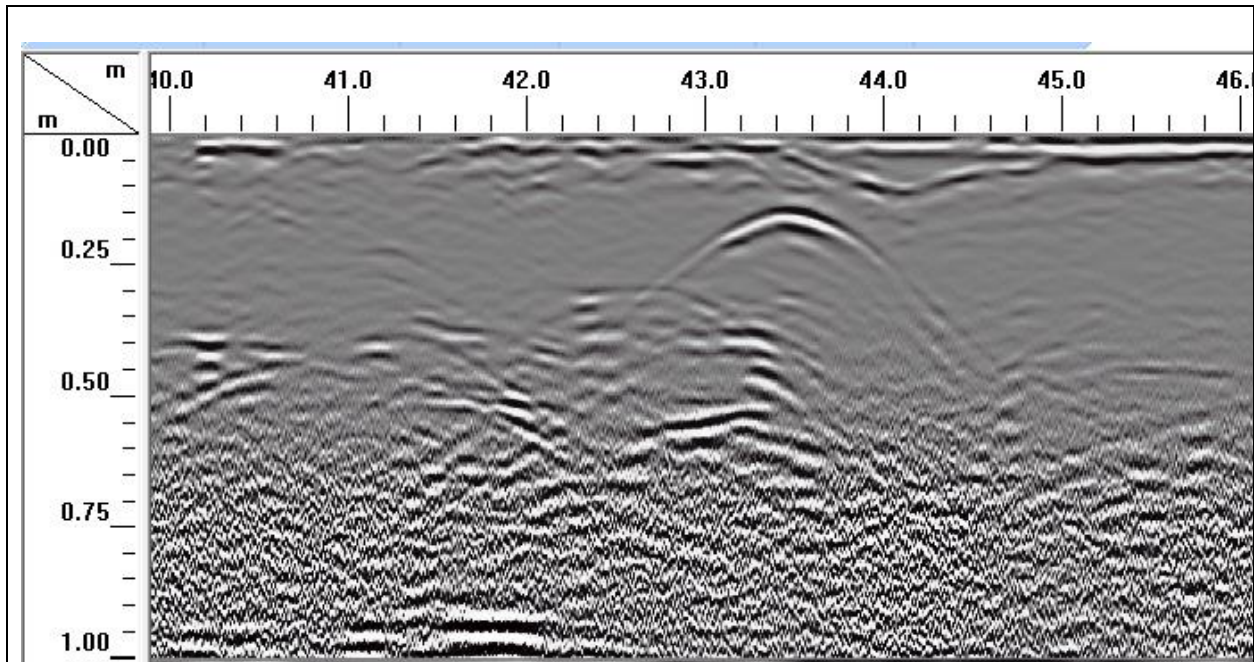


Figure 57 Example of GPR CO radargram

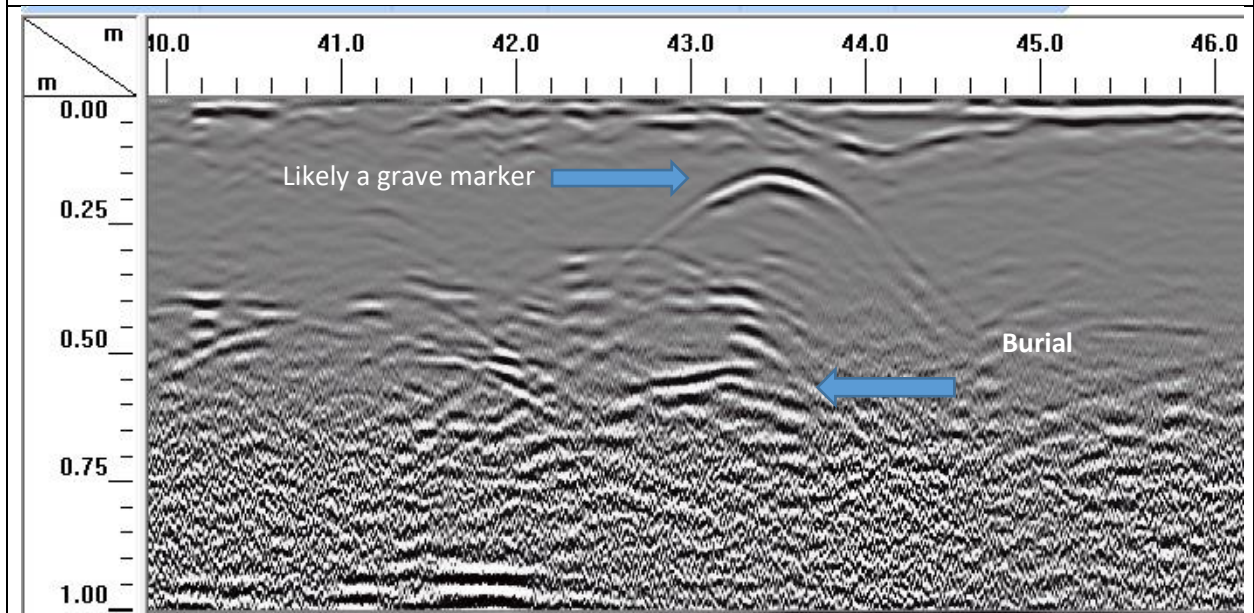


Figure 58 Potential Marker and burial

Region of Interest (ROI 1)

As previously, discussed ROI 1 is located south of the previously defined pauper's field. If the pauper's field had reached capacity in the 1950s, ROI 1 could represent an expansion of the pauper's field. Alternatively, since the trees along the southern fencerow were not removed this could also represent a distinction in burial areas that would be expected in the segregated south. Supporting this idea, the area is also located south of the higher elevation of the ridge (as seen in the DEM of figure 28) that could be interpreted as placing the deceased white people "above" the minorities, which would reinforcing racial practices and beliefs of the time. Today area ROI 1 is a generally undeveloped area between the southern

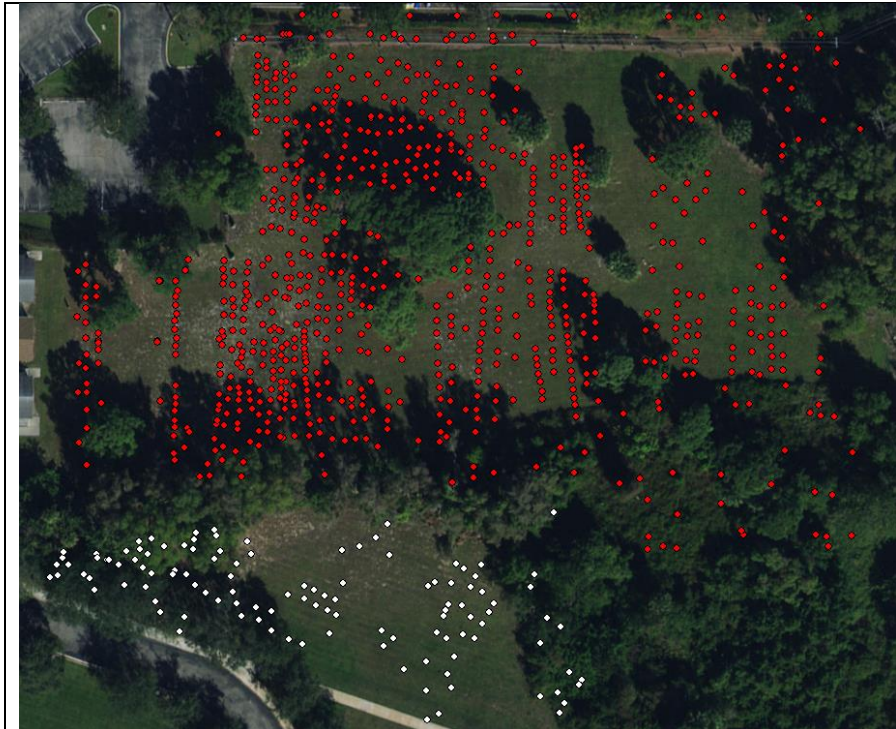


Figure 59 2020 aerial with GPR returns

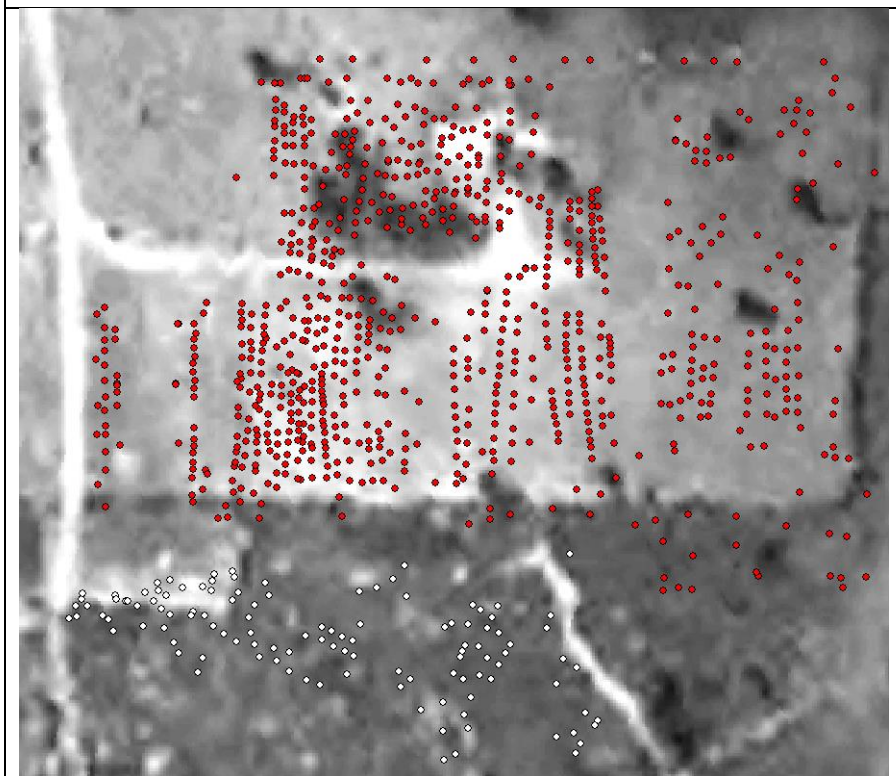


Figure 60 ROI 1 in 1953 aerial with GPR returns

slope of the high ridge portion of the property and the road for the Female Juvenile Justice building.

The vegetation pattern of ROI 1 on the modern aerial is similar to the area with known graves along the western portion of the Pauper's Field. 120, CO GPR diffraction hyperbolas were recorded (see figure 60) in the area. The distribution pattern of the hyperbolas is likely due to the how the data was collected (avoiding the road and sidewalk) than its actual distribution. Again no subsurface testing was conducted in ROI 1 so its unclear if the diffractions are the result of graves or some other subsurface disturbance.

Based on the results of remote sensing of historic aerials, documents and geophysical surveys the area of potential locations for undocumented graves is quiet large covering 7.96 acres (See figure 61).

Region of Interest 5 Minority Cemetery?

As stated previously the County Home was segregated and if like other contemporaneous settings would have included where people of color could have been buried. What is not clear is if the County Home cemetery was internally segregated (minorities being buried in the same cemetery but in a different area) or where buried in a separate area all together.

The African American Home and Hospital was located to the west of the White County Home (see figure 63). Given the two functions were combined into one location there were likely not as many minorities being housed at the facility when compared to the whites. As such, there may be far fewer minorities buried at the County Home Facility.

ROI 5 was not identified until the last day of the survey. A whelk shell was noted at the base of two cabbage palms (see figure 62) in close proximity to bromeliads and a Madagascar dragon tree. These plants are ornamentals and were only observed along the northern side of the property.

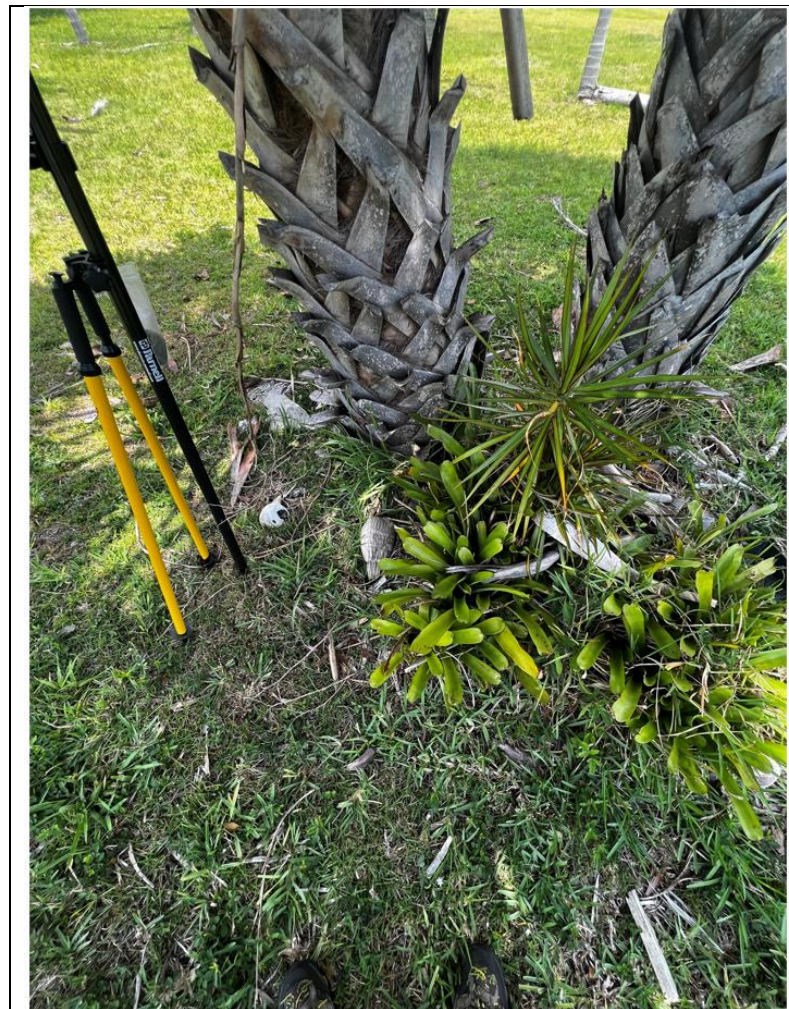


Figure 62 Ornamental vegetation and conch shell

Separately, these objects would not necessarily have much significance. However, historically African American graves across the southeast United States (as well as many other places) are often marked with objects including shells (King 2016; Goldfied 1991; Morrow 2002; Brooks 2015; Heege 1998 and Vlach 1990).

Vegetation was also used to mark graves for the immediate following generation or two (Conner 1989a; 1989b). Past that time it was unimportant to know who was buried exactly. Rather knowing the area was a burial area was sufficient for the descendants (Conner 1989a; 1989b).

A total of 58 to 78 Common Offsets were recorded in this area depending on which COs are included in the ROI.

Based on the 1953 aerial the ROI was not extensively developed with the exception of small dirt two track

road. Concerning vegetation it appears based on the existing aerial substantia vegetation was already established in the area.

Relatedly, the placement of buildings would have obscured views from the white home to graves and would have blocked the graves view to the east.

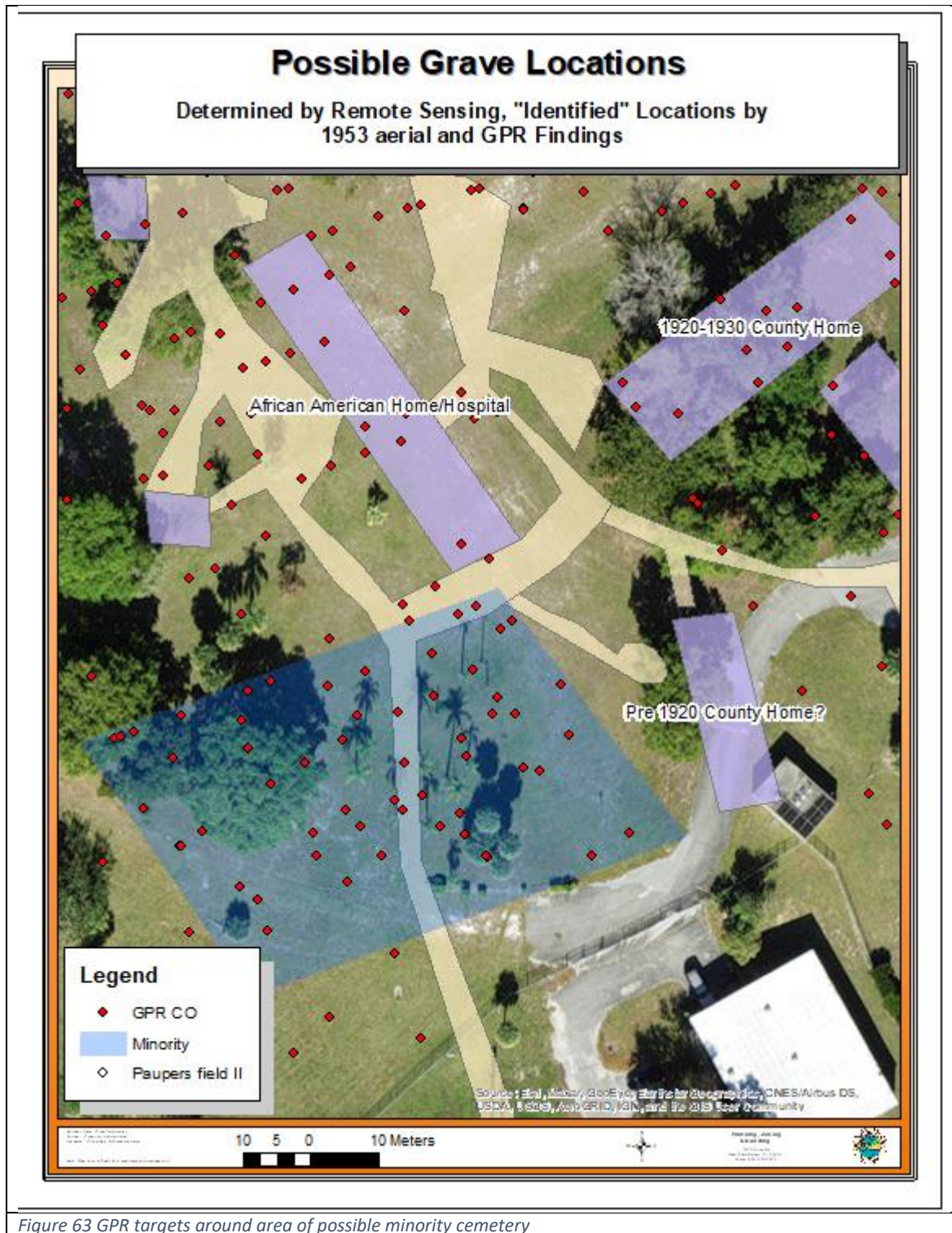


Figure 63 GPR targets around area of possible minority cemetery

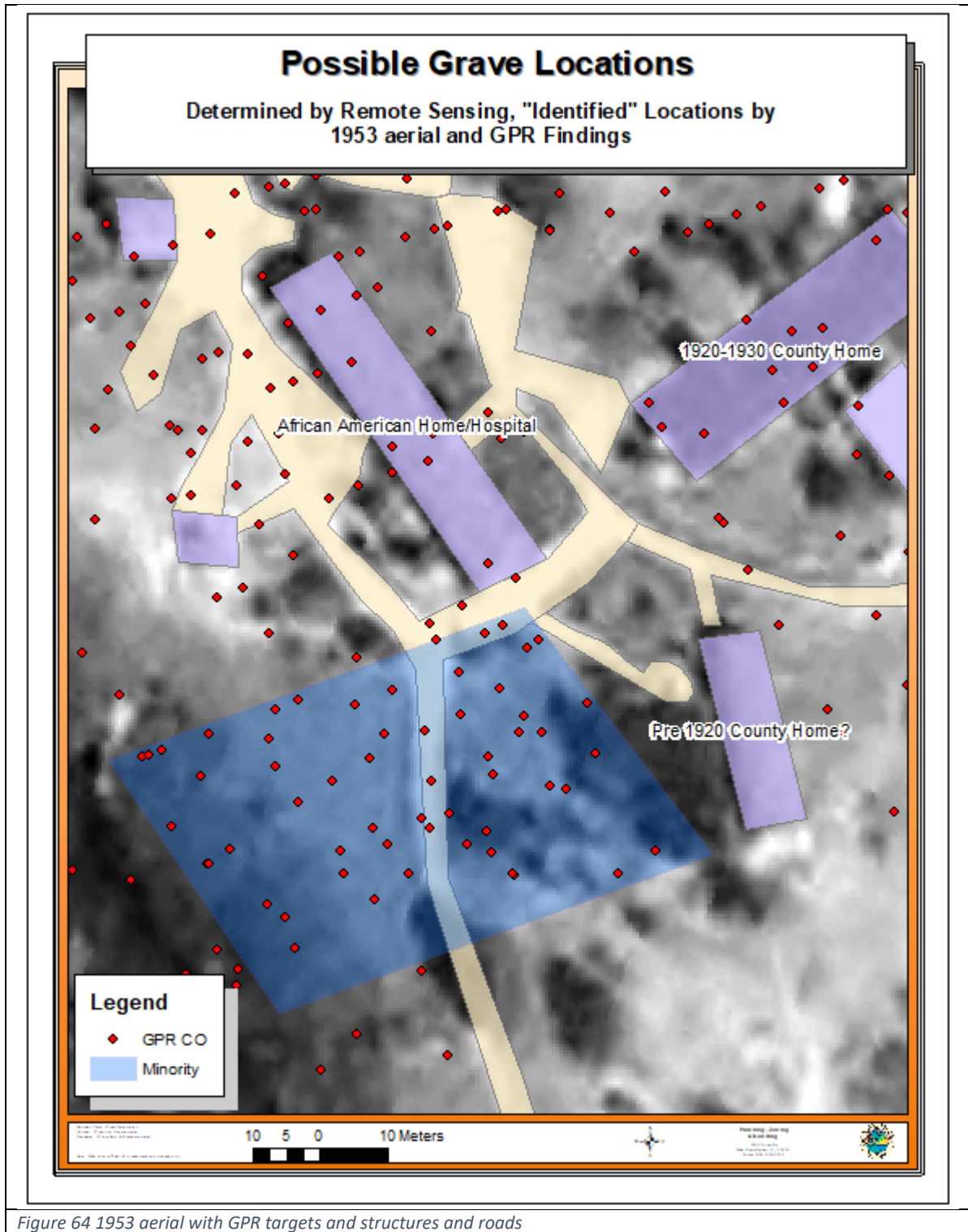


Figure 64 1953 aerial with GPR targets and structures and roads

Discussion

The county farm/home was a product of its time. Over the decades from 1920 until the 1990s, it became a sprawling complex serving any number of functions. Like other municipalities in the state and across the nation the intentions of the Palm Beach County poor farm was initially envisioned to serve a public good by providing food and shelter for the poor, homeless and the physically dependent. Often these establishments did not receive enough funding for maintenance and modernization, which resulted in them becoming dilapidated and/or outdated. Based on various articles in the Palm Beach Post this was not the case for the County Home until the late 1970s (Walsh 1975). On the contrary, the county home while not luxurious but was a desirable living location for those who could not support or take care of themselves. The facility actually had to limit admittance to those people who had resided in the county for at least a year because there was such a demand to become a resident (Voorhees 1960). It was not until the 1990s that structures really began to show their age. Between February and April of 2014, the last remaining buildings from the 1940s expansion were demolished.

Conclusion

The county farm/home property was of particular historic importance to the county. It is regrettable that most of the built environment associated with this history has been systematically demolished since the 1960s. The County farm/home represented 90+ years of the frontlines of the county's efforts dealing with any numbers of endemics from homelessness to poverty; to epidemics including tuberculosis and syphilis; and lastly the pandemics of HIV and to a lesser degree Covid 19 at a cost of millions of tax payer dollars.

Collectively the county home structures were a place of hope, safety, security and comfort for those who were penniless, homeless, alone and/or helpless. Its functions were diverse serving what today would be called low-income housing, a physical rehabilitation center, a mental health facility, a halfway home, senior and assistant living facility, a free clinic and hospice. It is too easy to look back in history at the people who were there as ne'er-do-wells. Children as young as newborns called the facility and the staff their "home and family". It offered a means for people who were physically challenged with no means to make a living or take care of themselves to live and be part of a community even if limited to just the halls and buildings on the property.

It is one of those odd twists in history where it took nationwide event, in this case the great depression, when the majority of the populous became poor, homeless and unable to care for themselves to bring changes to a system that was purpose built and deal with poverty and homelessness. With the passage of the social security act, disability payments, public housing and privately run retirement homes the functions of the county home lessened. Yet the demand for the medical options and treatments at the county home expanded. This culminated in the County Home being the only place early victims of the HIV/AIDS epidemic could be housed, received treatment and be comforted in their final days and hours because the for profit hospital systems were worried about the stigma of treating those inflicted with the virus and/or not getting compensated for their efforts.

Even though the buildings are gone and some of the functions of the remaining building have changed the physical property has continued and is still serving its initial function of being a place to house the poor, mentally ill and those who cannot care for themselves. Several homeless people clearly suffering from mental illness call the property home, sleeping, eating and stashing their belongings across the landscape. Oral histories from the 1990s relay a story of a mother with her teenage child who was

mentally challenged setting up a clandestine camp in the south end of the property because they had nowhere else to go. In this case, County Staff seeing this was not a “drug problem” were eventually able to get the family into government housing and on assistance. Reportedly, both currently hold jobs and are out of public housing, being productive members of the community. This “helping hand scenario” was the exact mission the County Home served from the 1920s through the late 1950s.

Recommendations

Nothing remains of the 1920s, 1930s or 1960s County Farm structures, which is a loss to the cultural heritage of the county. County Farms/ Poor Houses represented a unique period in the national, state and local history levels. These structures and areas were for the marginalized populations of society be they poor, old, mentally disabled or homeless. Seldom are events and places for this segment of the larger society ever discussed or their histories recorded or tangible links to “their” past preserved. This bias has been recognized at both the National and State levels and the Keeper of the National Register of Historic Places and State Historic Preservation Officers are making greater efforts to not only recognize these forgotten peoples but to preserve what little remains of “their” built environments.

In the case of the County Home property, it is recommended that two state historic markers be erected. The first to commemorate all the important work that was done at the county farm/home over the 94 years of its existence and the people who lived there. The second marker should be erected to acknowledge the unnamed masses that are buried in the pauper’s field. Former County Home Director Held called for respectful acknowledgement of those interred there in the 1980s nearly forty years ago and to date no progress has been made on this simple act.

1930s County Home Location.

Where the 1930s County Home was located remains one of the few undeveloped locations on the 45th Street property. It is a small area totaling less than .4 acers (171’x110’) this area is nicely maintained and covered in various established shade trees. This area should be taken out of consideration for development and preserved as a reminder of the County Farm and people who called it home to be used as passive memorial garden/park. This could be the location of the aforementioned historic marker to the county home.

The Paupers Field

Members of the public are aware of the cemetery and have expressed interest in trying to put names to the forgotten masses in the cemetery or at least publish something about the people who are buried within.

The records of who is buried in the County Home cemetery were lost or are misfiled in the County’s records. However, as this investigation has shown many of the markers with relevant information are still present but have sunken into the ground. Efforts should be made to expose these markers and record what information remains so this information can be preserved for future generations before the information is lost to the relentless progression oxidation and decay.

Based on the few markers on the surface the progression of grave dates decrease in time from the west to the east decreases (becomes more recent). Along the western edge of the property, the markers are from the 1930s. Therefore, earlier graves from the 1920s through the early 1930s are unaccounted for.

Further ground truthing investigations should be carried out both within and outside of the defined pauper's field to establish where these graves may be located.



Figure 65 Former location of County Home

The county should consider teaming up with local universities to accomplish these goals. Such an undertaking (which would exclude exhuming remains) would make for excellent master degree theses and under graduate honors theses. Such opportunities would benefit local students by providing them with unique opportunities that can't be offered at other schools.

Gateposts

The two stone gateposts marking the original entrance to the paupers field even though no longer functional should be repaired and remain in their current location. If the area is ever improved, either the chain link fence should be removed in its entirety or a gate should be placed in the area where the historic gate is located today. An archaeological monitor will need to be present for the removal and installation of any additional or replaced fence posts.

ROI 1

The 1953 aerial for this region of interest appears to have been recently carved out of the local scrub vegetation (pink rectangle in figure 66). This may have been done to further expand the existing pauper's field or create a smaller separate one for minorities. Subsequent GPR survey of this area returned 120 reflectors extending well to the east (white circles) and south. There is no way to know the exact nature of these returns in the absence of more traditional subsurface testing. However, based on the proximity of these to the larger pauper's field they could represent the graves of minorities. This area should be treated as being a burial area until the exact nature of the diffractions can be determined.

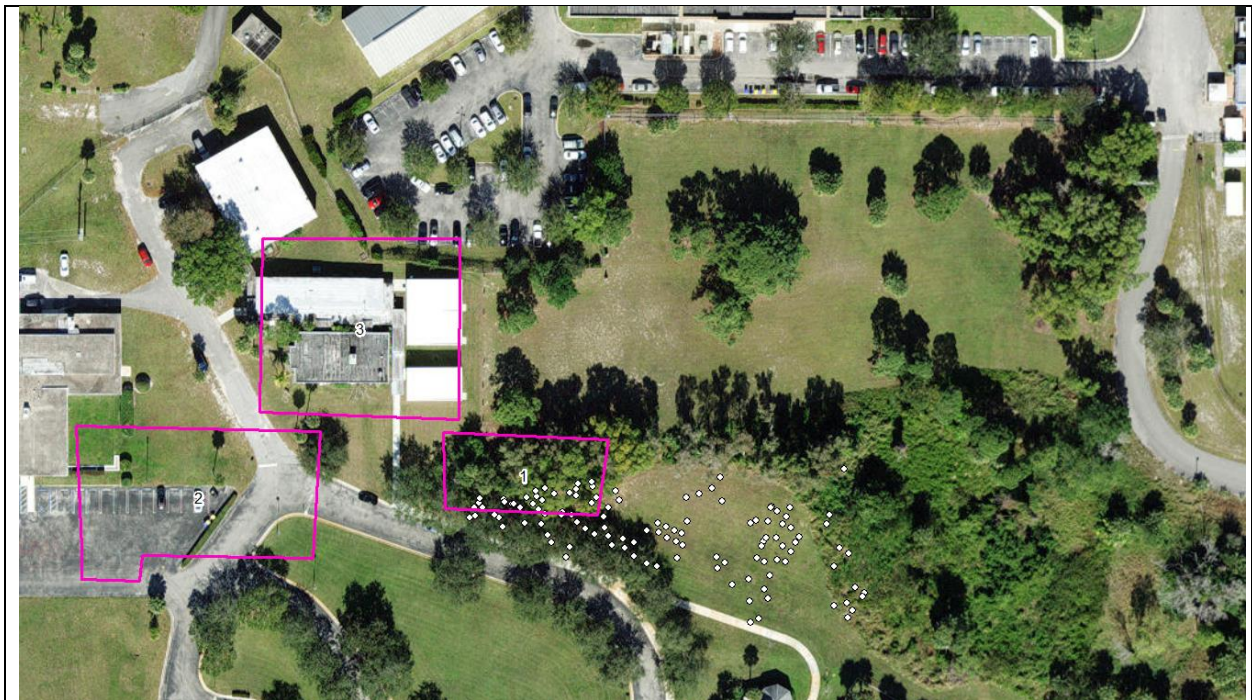


Figure 66 Regions of interest (ROI) with GPR targets

This area should be subject to close interval 3D GPR grids. The radargrams from such surveys provide a means to evaluate the shape and extent of the reflectors. This has the potential to better evaluate the nature of these reflectors in regard to them being graves.

ROI 2, 3 and 4

It is hard to assess from remote sensing what may be represented in the 1953 aerials in these areas. Any future work in these areas (see figure 66) that could disturb the ground surface will require an archaeologist to be present to monitor the activities to ensure human remains are not encountered. If human remains are encountered further discussions will need to be had as to what will become of the structures covering them or what will need to be done with the remains.

It is the County Historic Preservation Officers recommendation that the structures (buildings and roads) be removed when their useful lifespan has been reached. Then subsurface testing can be carried out to

either confirm or rule out the presence of human remains at that time. The State's Division of Historic Resources, the Palm Beach County School District and the City of West Palm Beach be made aware of these findings.

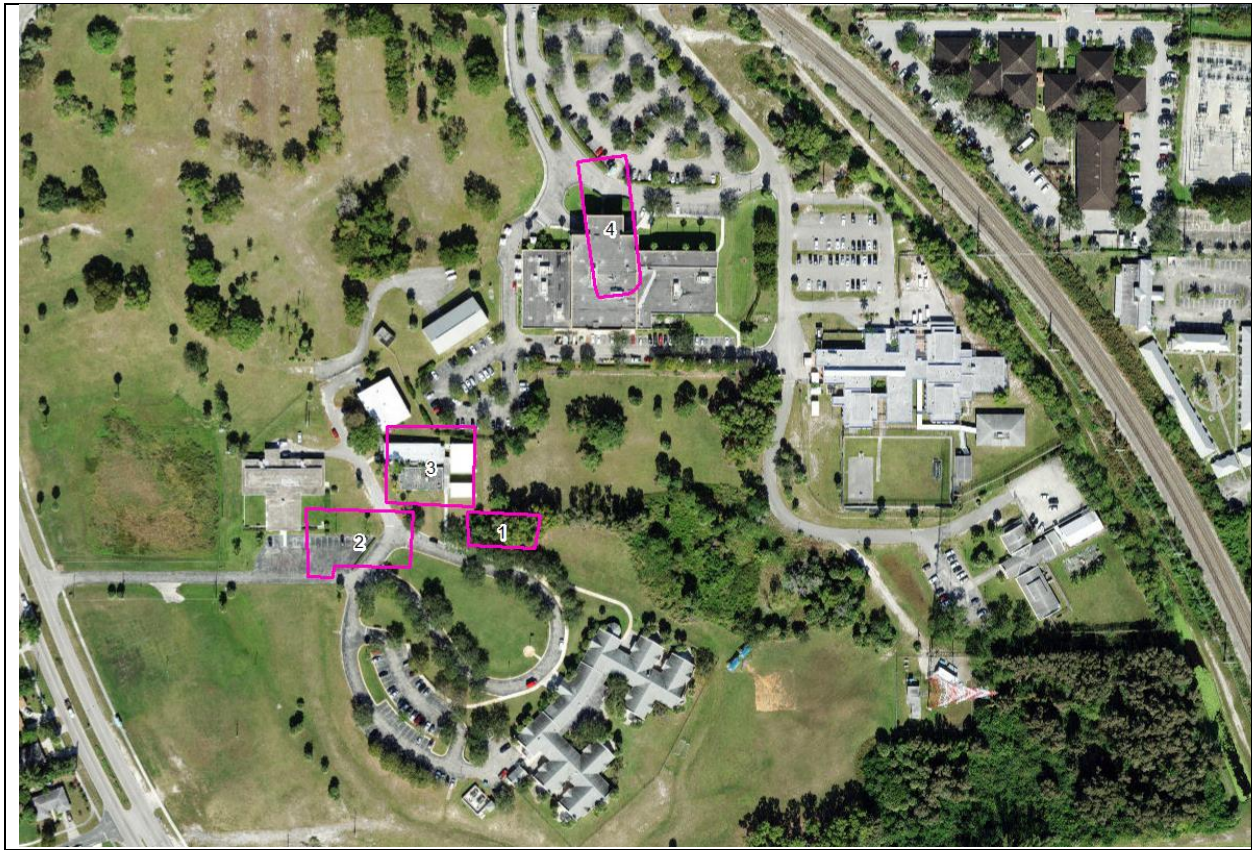


Figure 67 Location of Regions of interest (ROI) over modern aerial.

ROI 5 Minority Cemetery?

This area needs to be subject to more intensive subsurface testing to confirm or refute the presence of burials. The current identification is based on circumstantial evidence encountered during field resonances. However, until such time an intensive survey is carried out this area should be excluded from all future development plans.

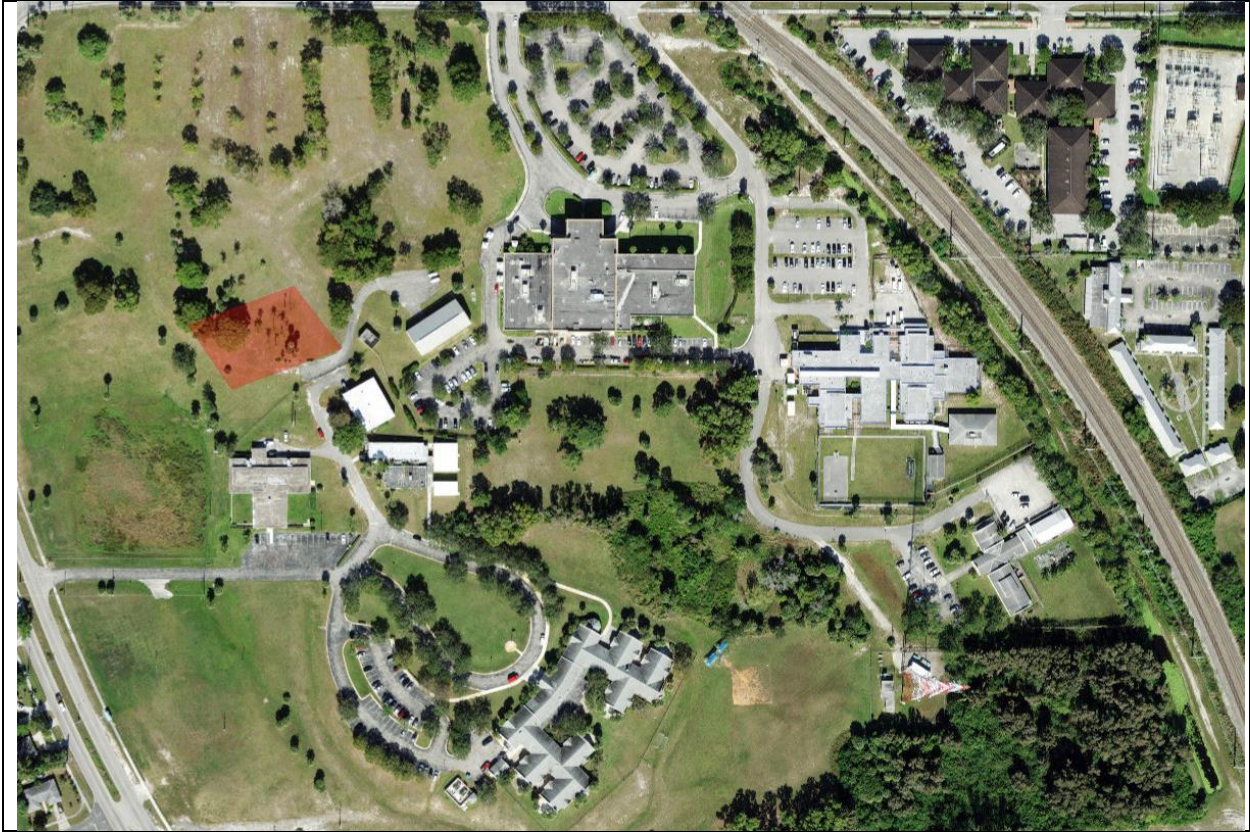


Figure 68 ROI 5 potential minority cemetery

Future construction and building

Consideration should be given during the design phase of new buildings on the 45th Street Property should include decorative elements of the original county home (see figure 13). Construction projects should be confined to areas, which were previously intensively developed to avoid impacting human remains.

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