



# SAN FRANCISCO PLANNING DEPARTMENT

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## National Register Nomination Case Report

HEARING DATE: OCTOBER 6, 2010

1650 Mission St.  
Suite 400  
San Francisco,  
CA 94103-2479

Reception:  
**415.558.6378**

Fax:  
**415.558.6409**

Planning  
Information:  
**415.558.6377**

*Date:* September 29, 2010  
*Case No.:* **2010.0865U**  
*Project Address:* **150 OTIS STREET**  
*Zoning:* P (Public)  
85-X Height and Bulk District  
*Block/Lot:* 3513/007  
*Project Sponsor:* Milford Wayne Donaldson, FAIA  
State Historic Preservation Officer  
Office of Historic Preservation  
PO Box 942896  
Sacramento, CA 94296-0001  
*Staff Contact:* Aaron D Starr – (415) 558-6362  
aaron.starr@sfgov.org

*Recommendation:* **Send resolution of findings recommending to SHPO to approve nomination of the subject property to the National Register**

### BACKGROUND

In its capacity as a Certified Local Government (CLG), the City and County of San Francisco is given the opportunity to comment on nominations to the National Register of Historic Places (National Register). Listing on the National Register of Historic Places provides recognition by the federal government of a building's or district's architectural and historical significance. The nomination materials for the individual listing of the San Francisco Juvenile Court and Detention Home were prepared by Karen McNeill, PH.D Architectural Historian at the request of Amy Brown, the Director of the Real Estate Division of San Francisco's General Services Agency.

### PROPERTY DESCRIPTION

The San Francisco Juvenile Court and Detention Home is a nine-story, reinforced concrete building facing east on Otis Street. The building is rectangular in plan. It has corbelled side-gable roof clad with clay tiles and ends in a modest wide eave overhang. The fourth through ninth floors are set back and organized into a slab. Windows are single-lite metal awning, grouped vertically in ones, twos or threes and the exterior is finished with an artificial travertine effect. A central archway topped by a vestigial pediment and flanked by original copper and glass light fixtures demarcates the main entrance. Other than the windows, which were replaced, the building retains good integrity.

The property is San Francisco City Landmark No. 248 and listed on the California Register as a contributing resource to the Central Freeway District. 150 Otis was previously surveyed by San Francisco Heritage where it received an A rating and was also included in the City's 1976 Architectural Survey where it was given a rating of 5 on a scale of -2 to 5.

## NATIONAL REGISTER CRITERIA

The National Register is the official list of the Nation's cultural resources worthy of preservation. The National Register's criteria for evaluating the significance of properties were designed to recognize the accomplishments of all peoples who have made a contribution to the Nation's heritage. The following four National Register criteria are designed to guide state and local governments, federal agencies and others in evaluating potential entries into the National Register:

- Criterion A (Event): that are associated with events that have made significant contribution to the broad patterns of history; or
- Criterion B (Person): that are associated with the lives of persons significant in our past; or
- Criterion C (Design/Construction): that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; or
- Criterion D (Information Potential): that yielded, or may likely yield, information important in prehistory or history.

According to the nomination's summary, the San Francisco Juvenile Court and Detention Home at 150 Otis Street is eligible for the National Register of Historic Places under Criteria A and C at the local level of significance, for its association with the development of the city's juvenile justice system during the early twentieth century and as the work of a master architect, Louis Christian Mullgardt. Soon after California passed its first juvenile justice law in 1903, activists – and notable women – in San Francisco began to campaign for the design and construction of a combined and modern juvenile court and detention home. In 1914, the San Francisco Board of Supervisors finally appropriated money for this purpose and appointed master architect Louis Christian Mullgardt to design the new facility. Mullgardt's design incorporated the most modern theories of the juvenile justice system. The San Francisco Juvenile Court and Detention Home is Mullgardt's first permanent government or institutional building in San Francisco and one of the few – if not the only – remaining institutional buildings that he designed in San Francisco.

## ACTION REQUESTED

- Review the completed National Register of Historic Places Registration Form;
- Provide comments on whether 150 Otis Street meets the criteria of significance of the National Register under Criteria A and C; and
- Recommend or not recommend the nomination of 150 Otis Street for listing on the National Register.

### **BASIS FOR RECOMMENDATION**

- The property is eligible for listing on the National Register of Historic Places under Criteria A (Events) and C (architecture).

**RECOMMENDATION: Send resolution of findings recommending to SHPO to approve nomination of the subject property to the National Register**

#### **Attachments:**

Draft Resolution (Attachment A)

National Register of Historic Places Registration Form (Attachment B)

Parcel Map

Sanborn Map

Zoning Map

Aerial Photos

Site Photos



# SAN FRANCISCO PLANNING DEPARTMENT

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## Historic Preservation Commission Draft Resolution No. XXXX

HEARING DATE: OCTOBER 6, 2010

*Date:* September 29, 2010  
*Case No.:* **2010.0865U**  
*Property Address:* **150 Otis Street**  
*Block/Lot:* 3513/007  
*Requestor:* Milford Wayne Donaldson, FAIA  
State Historic Preservation Officer  
Office of Historic Preservation  
PO Box 942896  
Sacramento, CA 94296-0001  
*Staff Contact:* Aaron D Starr - (415) 558-6362  
aaron.starr@sfgov.org  
*Reviewed By:* Tina Tam – (415) 558-6325  
tina.tam@sfgov.org

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**ADOPTING FINDINGS RECOMMENDING TO THE STATE HISTORIC PRESERVATION OFFICER THAT THE PROPERTY LOCATED AT 150 OTIS STREET, ON LOT 007 IN ASSESSOR'S BLOCK 3513, BE NOMINATED TO THE NATIONAL REGISTER OF HISTORIC PLACES AND THAT THE OFFICE OF HISTORIC PRESERVATION PROCESS THE NATIONAL REGISTER NOMINATION.**

### PREAMBLE

WHEREAS, On September 1, 2010, Milford Wayne Donaldson, State Historic Preservation Officer forwarded a request to the San Francisco Planning Department (hereinafter "Department") for review and comment on the nomination of 150 Otis Street, also known as the San Francisco Juvenile Court and Detention Home, on Lot 007 in Assessor's Block 3513, to the National Register of Historic Places (hereinafter "National Register").

Pursuant to the Certified Local Government Agreement between the Office of Historic Preservation (hereinafter "OHP") and the City and County of San Francisco, the Historic Preservation Commission (hereinafter "Commission") is provided with a sixty (60) day review and comment period to provide written comments to the OHP before the State Historical Resources Commission takes action on the above-stated National Register nomination.

The National Register is the official list of the Nation's cultural resources worthy of preservation. The National Register's criteria for evaluating the significance of properties were designed to recognize the accomplishments of all peoples who have made a contribution to the Nation's heritage in the areas of

Events, Persons, Design/Construction, and Information Potential. The four National Register criteria are designed to guide state and local governments, federal agencies and others in evaluating potential entries into the National Register.

At its hearing on October 6, 2010, the Commission, acting in its capacity as San Francisco's Certified Local Government Commission, reviewed the nomination of the San Francisco Juvenile Court and Detention Home located at 150 Otis Street, to the National Register.

In reviewing the nomination, the Commission has had available for its review and consideration reports, photographs, and other materials pertaining to the nomination contained in the Department's case file, and has reviewed and heard testimony and received materials from interested parties during the public hearing on the Project.

150 Otis Street is San Francisco City Landmark 248 and listed on the California Register as a contributing resource to the Central Freeway Area District. 150 Otis Street was previously surveyed by San Francisco Heritage where it received an A rating and was also included in the City's 1976 Architectural Survey where it was given a rating of 5 on a scale of -2 to 5.

According to the nomination's summary, the San Francisco Juvenile Court and Detention Home at 150 Otis Street is eligible for the National Register of Historic Places under Criteria A and C at the local level of significance, for its association with the development of the city's juvenile justice system during the early twentieth century and as the work of a master architect Louis Christian Mullgardt. Soon after California passed its first juvenile justice law in 1903, activists – and notable women – in San Francisco began to campaign for the design and construction of a combined and modern juvenile court and detention home. In 1914 the San Francisco Board of Supervisors finally appropriated money for this purpose and appointed master architect Louis Christian Mullgardt to design the new facility. Mullgardt's design incorporated the most modern theories of the juvenile justice system. The San Francisco Juvenile Court and Detention Home is Mullgardt's first permanent government or institutional building in San Francisco and one of the few – if not the only – remaining institutional buildings that he designed in San Francisco.

Properties listed in the National Register of Historic Places are automatically included in the California Register of Historical Resources and afforded consideration in accordance with state and local environmental review procedures.

**THEREFORE BE IT RESOLVED** that the Historic Preservation Commission hereby **recommends** that the property located at 150 Otis Street, also known as the San Francisco Juvenile Court and Detention Home, on Lot 007 in Assessor's Block 3513, be nominated to the National Register of Historic Places and **further recommends** the State Historic Preservation Officer to process the National Register nomination.

**BE IT FURTHER RESOLVED** that the Historic Preservation Commission hereby directs its Recording Secretary to transmit this Resolution, and other pertinent materials in the case file 2010.0865U to the State Historic Preservation Officer.

I hereby certify that the foregoing Resolution was **Adopted** by the Historic Preservation Commission on October 6, 2010.

Linda Avery  
Recording Secretary

AYES:

NOES:

ABSENT:

ADOPTED: October 7, 2010

AS G:\DOCUMENTS\Preservation\Review and Comment\150 Otis Street\150 Otis Street.Reslution.doc



TABLE



**5. Classification**

**Ownership of Property**  
(Check as many boxes as apply)

- private
- public-local
- public-State
- public-Federal

**Category of Property**  
(Check only one box)

- building(s)
- district
- site
- structure
- object

**Number of Resources within Property**  
(Do not include previously listed resources in the count.)

Contributing	Noncontributing	
1		buildings
		sites
		structures
		objects
1		Total

**Name of related multiple property listing**  
(Enter "N/A" if property is not part of a multiple property listing.)

N/A

**Number of contributing resources previously listed in the National Register**

0

**6. Function or Use**

**Historic Functions**  
(Enter categories from instructions)

Government: \_\_\_\_\_

Correctional facility (juvenile detention home) \_\_\_\_\_

Courthouse \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**Current Functions**  
(Enter categories from instructions)

Government: \_\_\_\_\_

Institutional Housing \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

**7. Description**

**Architectural Classification**  
(Enter categories from instructions)

Late 19<sup>th</sup> and 20<sup>th</sup> Century Revivals \_\_\_\_\_

Italian Renaissance \_\_\_\_\_

Mission/Spanish Colonial Revival \_\_\_\_\_

**Materials**  
(Enter categories from instructions)

foundation concrete \_\_\_\_\_

roof Terra cotta \_\_\_\_\_

walls concrete \_\_\_\_\_

\_\_\_\_\_

other METAL: steel, copper; GLASS; WOOD \_\_\_\_\_

**Narrative Description**

(Describe the historic and current condition of the property on one or more continuation sheets.)

The San Francisco Juvenile Court and Detention Home is a nine-story, reinforced concrete building facing east on Otis Street, a street that runs about four short blocks in the Mission neighborhood and is filled with light industrial and commercial buildings. The building is rectangular in plan. It has a corbelled side-gable roof clad with clay tiles and ends in a modest wide eave overhang. The fourth through ninth floors are set back and organized into a slab. Windows are single-lite metal awning, grouped vertically in ones, twos, or threes, and the exterior is finished with an artificial travertine effect. A central archway topped by a vestigial pediment and flanked by original copper and glass light fixtures demarcates the main entrance.

The building retains good integrity. Although the windows have been replaced, the window openings remain unchanged. Other alterations are minor and/or occur on secondary elevations. They include a removable metal gate, a door at the basement level, and light fixtures on the east elevation as well as new construction in the former play area to the south/southwest of the building. Overall, the building retains sufficient integrity of location, setting, design, materials, workmanship, feeling, and association to convey its historical significance.

**8. Statement of Significance**

**Applicable National Register Criteria**

(Mark "X" in one or more boxes for the criteria qualifying the property for National Register listing)

- A Property is associated with events that have made a significant contribution to the broad patterns of our history.
- B Property is associated with the lives of persons significant in our past.
- C Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction.
- D Property has yielded, or is likely to yield information important in prehistory or history.

**Criteria Considerations**

(Mark "X" in all the boxes that apply.)

Property is:

- A owned by a religious institution or used for religious purposes.
- B removed from its original location.
- C a birthplace or a grave.
- D a cemetery.
- E a reconstructed building, object, or structure.
- F a commemorative property.
- G less than 50 years of age or achieved significance within the past 50 years.

**Areas of Significance**

(Enter categories from instructions)

Politics/Government

Architecture

**Period of Significance**

1916-1930

**Significant Dates**

1916

**Significant Person**

(Complete if Criterion B is marked above)

N/A

**Cultural Affiliation**

N/A

**Architect/Builder**

Architect: Louis Christian Mullgardt

**Narrative Statement of Significance**

(Explain the significance of the property on one or more continuation sheets.)

The San Francisco Juvenile Court and Detention Home at 150 Otis Street is eligible for the National Register of Historic Places under Criteria A and C at the local level of significance, for its association with the development of the city's juvenile justice system during the early twentieth century and as the work of master architect Louis Christian Mullgardt. Soon after California passed its first juvenile justice law in 1903, activists – and notably women – in San Francisco began to campaign for the design and construction of a combined and modern juvenile court and detention home. In 1914 the San Francisco Board of Supervisors finally appropriated money for this purpose and appointed master architect Louis Christian Mullgardt to design the new facility. Mullgardt's design incorporated the most modern theories of juvenile justice. At the time, Mullgardt was also chairing the architectural committee for the Panama Pacific International Exposition. His design for the Tower of Abundance and Court of Ages was widely acclaimed and catapulted his professional reputation to new heights. Elements of the tower can be seen in the juvenile detention home, which stands as Mullgardt's tallest extant building, his first permanent government or institutional building in San Francisco, and one of the few – if not the only – remaining institutional buildings that he designed in San Francisco. The building's period of significance begins in 1916, its date of construction, and ends in 1930, by which time the building was widely considered inadequate and outdated.

**9. Major Bibliographical References**

(Cite the books, articles, and other sources used in preparing this form on one or more continuation sheets.)

See Continuation Sheet.

**Previous documentation on file (NPS):**

- preliminary determination of individual listing (36 CFR 67) has been requested.
- previously listed in the National Register
- previously determined eligible by the National Register
- designated a National Historic Landmark
- recorded by Historic American Buildings Survey # \_\_\_\_\_
- recorded by Historic American Engineering Record # \_\_\_\_\_

**Primary Location of Additional Data**

- State Historic Preservation Office
- Other State agency
- Federal agency
- Local government – planning department, assessor
- University
- Other

Name of repository:

History Center, San Francisco Public Library; Calisphere; Online Archive of California; San Francisco Architectural Heritage

**10. Geographical Data**

**Acreage of Property**

**UTM References**

(Place additional UTM references on a continuation sheet)

	Zone	Easting	Northing		Zone	Easting	Northing
1	—	_____	_____	3	—	_____	_____
2	—	_____	_____	4	—	_____	_____

See continuation sheet.

**Verbal Boundary Description**

(Describe the boundaries of the property on a continuation sheet.)

**Boundary Justification**

(Explain why the boundaries were selected on a continuation sheet.)

**11. Form Prepared By**

name/title Karen McNeill, Ph.D., Historian/Architectural Historian

organization Carey & Co., Inc. date August 16, 2010

street & number 460 Bush Street telephone (415) 773-0773 x 224

city or town San Francisco state CA zip code 94108

**Additional Documentation**

Submit the following items with the completed form:

**Continuation Sheets**

**Maps**

A **USGS map** (7.5 or 15 minute series) indicating the property's location.

A **Sketch map** for historic districts and properties having large acreage or numerous resources.

**Photographs**

Representative **black and white photographs** of the property.

**Additional items**

(Check with the SHPO or FPO for any additional items)

San Francisco Juvenile Court and Detention Home  
Name of Property

San Francisco, CA  
County and State

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**Property Owner**

---

(Complete this item at the request of the SHPO or FPO.)

Name Amy Brown, Director, Real Estate Division, General Services Agency

street & number 25 Van Ness Avenue, Suite 400 telephone (415) 554-9850

city or town San Francisco state CA zip code 94102

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**Paperwork Reduction Act Statement:** This information is being collected for applications to the National Register of Historic Places to nominate properties for listing or determine eligibility for listing, to list properties, and to amend existing listings. Response to this request is required to obtain a benefit in accordance with the National Historic Preservation Act, as amended (16 U.S.C. 470 *et seq.*).

**Estimated Burden Statement:** Public reporting burden for this form is estimated to average 18.1 hours per response including the time for reviewing instructions, gathering and maintaining data, and completing and reviewing the form. Direct comments regarding this burden estimate or any aspect of this form to the Chief, Administrative Services Division, National Park Service, P.O. Box 37127, Washington, DC 20013-7127; and the Office of Management and Budget, Paperwork Reductions Project (1024-0018), Washington, DC 20503.

**United States Department of the Interior  
National Park Service**

**National Register of Historic Places  
Continuation Sheet**

San Francisco Juvenile Court and  
Detention Home

Name of Property  
San Francisco, California

County and State

Name of multiple listing (if applicable)

Section number   7   Page     1    

**NARRATIVE DESCRIPTION**

This nine-story, reinforced concrete building faces east on Otis Street, a street that runs about four short blocks in the Mission neighborhood and is filled with light industrial and commercial buildings. The building is rectangular in plan. It has a corbelled side-gable roof clad with clay tiles and ends in a modest wide eave overhang. The fourth through ninth floors are set back and organized into a slab. Windows are single-lite metal awning, grouped vertically in ones, twos, or threes, and the exterior is finished with an artificial travertine effect.

Copper light fixtures flank the rounded arch entrance of the central bay, which is capped by a vestigial pediment. Concrete stairs, lit by three large spherical hanging light fixtures, rise through this entrance and terminate at heavy wooden double doors set in a wood surround and topped by a large arched transom. The doors each have a single lite panel.

The five central bays, each with four windows, dominate the façade. Heavy structural piers separate the bays, while mullions surround the windows and extend the full length of the shank, terminating at the gabled roof. The mullions end in corbelling, creating the effect of exposed rafter tails. Simple coffering and some embellishment at the cornice further define the roof line. Uniform spandrels separate each floor of the five bays. Two more sets of windows flank these five central bays, creating a total of twenty-four window openings on each floor of the east elevation.

The third floor was a sun porch. A flat roof with a slight wide eave overhang slightly shades the nearly continuous row of windows, which are separated by narrow mullions.

The west elevation is similar to the east elevation. It, too, has five central bays of four windows with mullions running from the fourth to the ninth floor and terminating at the gable roof. A metal emergency exit staircase runs the length of the center bay and partially obscures it. Chimneys separate the first and fifth bays from the second and fourth. These chimneys measure eleven stories in height, are slightly tapered at the fourth floor, and feature simple cornices. This elevation also reveals two towers, which are eleven stories tall and house elevator shafts. Both towers are tapered at the fourth floor, have simple cornices, and are capped by tile-clad, pyramidal roofs.

The north and south elevations have few character defining features. Exposed portions of these elevations feature three columns of windows; the westernmost column of windows on the south elevation has been bricked in.

**ALTERATIONS**

While the interior of the San Francisco Juvenile Court and Detention home has been gutted completely, the exterior of the building has undergone relatively few alterations. The juvenile court annex, which always stood out of public view to the west of the building and at the north end of the lot,

**United States Department of the Interior**  
National Park Service

**National Register of Historic Places**  
**Continuation Sheet**

San Francisco Juvenile Court and Detention Home
Name of Property San Francisco, California
County and State
Name of multiple listing (if applicable)

Section number 7 Page 2

was demolished at some point (permits do not indicate when), and a new building now stands in its place. This building occupies some of the former playground area as well, though significant open space remains.

None of the windows at 150 Otis Street are original. Permits indicate that forty-nine (49) of the original six-lite steel sash awning windows on the ninth floor and one (1) such window on the eighth floor were replaced with aluminum windows in 1960. The basement windows on the north, south, and west elevations were filled in 1976. The same permit states, "New Windows & Louvers at First Floors etc.," suggesting that most of the current windows date to 1976. Further window alterations were made in 1979 to create better access to fire exits. Although not enumerated in permits, the westernmost column of windows on the south elevation has been bricked in too.

Other alterations to the building appear to be minor in scale, temporary, or affected only the interior. A door on the east elevation, for example, now occupies the site of a window, and metal safety doors have been installed in the archway of the main entrance. The skylights on the third floor have been covered, but not removed.

*Integrity*

Despite these alterations, the San Francisco Juvenile Court and Detention Home retains a good level of integrity and continues to convey its historical significance. It has not been moved and, therefore, retains its integrity of location. The courthouse no longer stands and municipal buildings and an underground parking garage occupy much of the former playground area, but the courthouse was never visible from Otis Street and the new construction occurs behind or underground and to the south or southeast of the building. Overall, the building still stands in a mixed area of light industrial, commercial, municipal, and residential uses. It therefore retains good integrity of setting. Although the original windows have been changed, the window openings remain intact. The building retains its overall height, form, and massing, and with extant character defining details like the travertine finish, tile roof, intact pilasters, pediment, and arch, as well as the copper light fixtures. Thus, this building retains its overall integrity of design, materials, craftsmanship, feeling, and association.

**United States Department of the Interior**  
**National Park Service**

**National Register of Historic Places**  
**Continuation Sheet**

San Francisco Juvenile Court and  
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The third floor was a sun porch. A flat roof with a slight wide eave overhang slightly shades the nearly continuous row of windows, which are separated by narrow mullions.

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**United States Department of the Interior**  
**National Park Service**

**National Register of Historic Places**  
**Continuation Sheet**

San Francisco Juvenile Court and Detention Home
Name of Property San Francisco, California
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Section number 7 Page 2

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United States Department of the Interior  
National Park Service

National Register of Historic Places  
Continuation Sheet

San Francisco Juvenile Court and  
Detention Home

Name of Property  
San Francisco, California

County and State

Name of multiple listing (if applicable)

Section number 8 Page 1

STATEMENT OF SIGNIFICANCE

CONTEXT FOR CRITERION A

*Prison Reform and Juvenile Delinquency in the Progressive Era*

The State of California did not have an integrated juvenile justice system until the early twentieth century. Like youths in other states, California juvenile offenders could find themselves in state penitentiaries like San Quentin, commingling with adults who had committed anything from petty theft to murder. Industrial schools, orphanages, benevolent societies, and insane asylums were established during the latter half of the nineteenth century to address youth problems, but by the twentieth century, calls for juvenile delinquency reforms grew in states throughout the country. In the 1890s, Lucy Flower, a wealthy philanthropist and president of the influential Chicago Women's Club, and Julia Lathrop, a professional social worker and eventually the first chief of the United States Children's Bureau, became two of the most influential voices in advocating for the creation of a separate juvenile justice system. Their efforts (ultimately combined with those of many other figures) met with success. A new era dawned in 1899 when Cook County, Illinois, established the first juvenile court. That county's law became a model for most states in the union - including California - as well as many countries in Europe, South America, and Asia.<sup>1</sup>

The crusade for juvenile justice was the result of a transatlantic social movement to end urban crime and poverty, combined with a new science of child development. Experts shifted toward a sociological approach to understanding crime and criminals. Rather than presupposing that juvenile delinquents were born evil and were incapable of rehabilitation, experts grew to believe that environment fostered criminal behavior and that people remained childlike "in their nature and needs" until well into their teen years. As such, with proper guidance, wayward boys and girls could become upstanding citizens.<sup>2</sup>

Reformers adopted scientific methods to assess and classify juvenile offenders objectively, through which they also hoped to discover the root causes behind criminal behavior. Intelligence testing was a favorite method in California (which, like other scientific methods, often resulted in justifying racial stereotypes, segregating youth according to class and race, and lowering the chances of minorities for rehabilitation). Juvenile justice reformers also called for less punitive sentences. For example, reformers like Thomas Osborne called for systematic regulations in classifying criminals so punishments could be meted out according to the severity of the offense - light punishments for light crimes, heavy punishments for heavy crimes - and inmates could be grouped according to their offenses, thus avoiding unnecessary exposure to corrupting influences. Reformers also advocated that children should be removed from their homes only on a very temporary basis or as a solution to the most difficult cases. Those children who were placed in surrogate care should be placed in foster homes or publicly funded home-like facilities. Militaristic, dreary, and

<sup>1</sup> David S. Tanenhaus, *Juvenile Justice in the Making* (New York, 2004), 3-22; Miroslava Chávez-García, "Intelligence Testing at Whittier School, 1890-1920," *Pacific Historical Review*, 76 (May 2007), 199-201.

<sup>2</sup> Tanenhaus, *Juvenile Justice*, 4-11.

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punitive prison-like settings were avoided at all costs, as they were detrimental to the rehabilitation efforts. Ideally, all juvenile delinquent facilities shielded children not only from adult criminals, but also from public scrutiny of any kind.<sup>3</sup>

The model facility contained the court, a detention home, and recreational, educational, and medical facilities all at the same site. Regarding detention homes, reformers generally tried to create pleasant, modern living quarters to replace the dismal, often dilapidated buildings of the late nineteenth century, which often had poor sanitation facilities, including outdated sewage and plumbing systems as well as poor drinking water supplies. Juvenile courts and detention homes took many forms in trying to achieve these goals. Several cities maintained modest three- or four-story buildings; others experimented with cottage systems, whereby groups of ten or fifteen children lived in a house with a house mother. Courts and medical offices were located onsite in the cottage system, but in separate buildings. Despite decades of national efforts to create integrated juvenile justice facilities, such efforts were not always successful. Wayward children in many American cities of the 1920s continued to find themselves in prisons and police stations alongside adult offenders.<sup>4</sup>

**The San Francisco Juvenile Court and Detention Home**

Caught up in this culture of reform, California created in 1903 a systematic juvenile justice system, at the center of which stood the juvenile court. Katharine Felton, decorated graduate of the University of California, Berkeley, and daughter of a former mayor of Oakland, had been studying political economy at the University of Chicago during the height of the movement to establish a juvenile court system in that state. She returned to California around 1900 and in 1901 took the helm as leader of San Francisco's Associated Charities. In this capacity, she also became a leader in establishing California's juvenile court system.<sup>5</sup> "Influenced by recent developments in psychology, sociology, medicine, and business management," states historian Miroslava Chávez-García, "the juvenile court emphasized assessment, prevention, and treatment of delinquent youth within the family environment." Officials aspired to keep children in their homes and on

<sup>3</sup> Marta Gutman discusses the architecture of orphanages in her article on such institutions in Oakland, California, but many of the same principles can be applied to approaches reformers took towards designing juvenile detention homes. Marta Gutman, "Adopted Homes for Yesterday's Children: Intention and Experience in an Oakland Orphanage," *Pacific Historical Review*, 73 (November 2004), 596-600; Thomas Mott Osborne, "Common Sense in Prison Management," *Journal of the American Institute of Criminal Law and Criminology*, 8 (March 1918), 806-822; Miroslava Chávez-García, "Intelligence Testing at Whittier School, 1890-1920," *Pacific Historic Review*, 76 (May 2007), 193-228.

<sup>4</sup> Tanenhaus, *Juvenile Justice*, 30-34; "\$20,000 for New Detention Home," *San Francisco Call*, September 22, 1908, p. 4; Gutman, "Adopted Homes," 596-607.

<sup>5</sup> Academic Senate, "Katharine C. Felton, Social Welfare: Berkeley," *University of California: In Memoriam* (Berkeley, 1940), 11-12; N. B. Beck, "A Pioneer Sociologist," *New York Times*, February 1, 1948, p. BR21; Helen Baleska Bary, *Helen Valeska Bary: Labor Administration and Social Security: A Woman's Life*, interview conducted by Jacqueline Parker, (Berkeley, 1974), 150-152; William Issel, "Citizens outside the Government": Business and Urban Policy in San Francisco and Los Angeles, 1890-1932," *Pacific Historical Review*, 57 (May 1988), 127-128.

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probation, but a juvenile whose behavior did not improve under such conditions was placed in foster care, an orphanage, a detention facility, or, as a last resort, a reformatory.<sup>6</sup>

San Franciscans, with Katharine Felton taking the lead, joined the juvenile delinquency reform movement and made the establishment of suitable quarters for wayward youth central to their activism. Soon after California initiated its new juvenile justice system, the City of San Francisco sought to establish a juvenile detention home. The city decided to upgrade a building on Polk Street. On April 8, 1906, the probation committee of the Juvenile Court met to discuss the construction of new facilities, for the Polk Street facilities proved "entirely inadequate." Ten days later the earthquake and fires of 1906 destroyed this building, accelerating relocation plans and prompting the detention home to relocate to a hastily built new structure at 11<sup>th</sup> and Harrison Streets. This new facility included a probation office, juvenile court, detention home, and parental school all on one plot of land and far away from any other courts or jails. It was the first such integrated juvenile justice facility in the United States and served as a model to follow for cities around nation. In 1909, however, a fire damaged the building at 11<sup>th</sup> and Harrison Streets, again prompting calls for construction of a modern juvenile detention home.<sup>7</sup>

With the partial destruction of this building, the women's auxiliary of the juvenile detention home launched an ambitious campaign to pass a bond measure to build a new facility. The women's auxiliary organized other women's groups in the city to "use their influence to secure votes" for the bond measure, including providing posters and handbills for distribution throughout the city. They took to the streets, streetcars, and automobiles to circulate literature to men in business houses, shops, and factories.<sup>8</sup>

Arguments for and against the bond measure appeared in the local newspapers. Opponents argued that the proposed building with six dormitories and thirty-one private rooms was too large, that such a large residence would only foster an increase in youth crime, that operations of the institution would be an unnecessary burden to tax payers, and that the city already had twenty-one homes and orphanages to care for most troubled youth. A juvenile court and detention home should be modest in size and serve only as a transitional space for youths before they were assigned to one of the aforementioned foster homes or orphanages.<sup>9</sup> Proponents countered that a new, state-of-the-art, fireproof building could be paid for in twenty years, whereas a modest building as proposed by the opponents would drain the city's coffers; it would perpetuate a cycle of mediocre homes that were prone to fire and required constant upkeep because of shoddy planning and

<sup>6</sup> Chávez-García, "Intelligence Testing," 204; "Lad Says He Has Cut Out Stealing," *San Francisco Call*, March 27, 1909, p. 20.

<sup>7</sup> "Want New Detention Home," *San Francisco Call*, April 8, 1906, p. 34; "Child Courts Across the Bay Begin Work," *ibid.*, August 11, 1907, p. 40; "Children in Panic while Fire Rages," *ibid.*, March 7, 1909, p. 19; Tanenhaus, *Juvenile Justice*, 33-34.

<sup>8</sup> "Women Scan New Juvenile Court Law," *San Francisco Call*, June 2, 1909, p. 3; "Clubwomen to Aid School and Home," in *ibid.*, June 5, 1909, p. 20; "Women in Campaign," in *ibid.*, June 22, 1909, p. 16.

<sup>9</sup> "Opponents of Detention Home Bond Project Present Their Side," *San Francisco Call*, June 21, 1909, p. 6.

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construction. In addition, a new state law, passed in 1909, required that all cases of children from sixteen to eighteen years-old must be heard in juvenile court, inevitably increasing the work load of the institution, regardless of the size of the new building. The city's orphanages were not adequate to accommodate this anticipated increase in juvenile delinquents because they did not take in children older than fourteen years-old, but a child had to be kept somewhere while investigations were under way. If detention home facilities were not adequate, technically innocent children would have to be sent to reformatories, usually the province of the worst convicted juvenile offenders.<sup>10</sup>

This bond measure joined eight other bond measures on a special election ballot in June 1909. The other measures included funding the construction of a new civic center, a new polytechnic high school, and parks and playgrounds in several city neighborhoods. Apart from the civic center, all of these spaces were considered integral to containing youth and influencing their moral behavior. Apart from the high school, however, all of these measures failed. Notably, women did not yet have the right to vote; their lobbying efforts did not persuade enough men to invest in social welfare programs.<sup>11</sup>

Despite the defeat of the bond measure, the women's auxiliary did not give up its cause. Journalist Mabel Collyer described the building at 11<sup>th</sup> and Harrison in 1909 as "sadly cramped for room and conveniences... [a] rambling building that was flung together as a makeshift right after the earthquake... It was adequate for those strenuous days, but now is merely a sorry apology for a detention home." Other articles extolled the good work of the nurses, social workers, probation officers, and psychologists in rehabilitating youth.<sup>12</sup> Not long afterwards, the juvenile detention home moved to a nineteenth-century Italianate mansion on Sutter Street, between Divisadero and Scott Streets.

Finally, in 1914, the San Francisco Board of Supervisors appropriated \$160,000 (the same amount proposed for the failed 1909 bond measure) to build a new juvenile court and detention home. The San Francisco School Board donated land it owned on Otis Street for the purpose; the site had been home to Peabody Grammar School, which was destroyed by the earthquake and fires. This part of Otis Street, once residential in character, attracted industry after the disaster and apparently was no longer an appropriate site for an elementary school. Prominent San Francisco architect, Louis Christian Mullgardt, was hired to design the court and

<sup>10</sup> Mrs. E. L. Baldwin, "Opposition to Detention Home Bond Issue Sue to Misconception," *San Francisco Call*, June 22, 1909, p. 16.

<sup>11</sup> Whether or not woman suffrage actually changed voting patterns remains a question of debate, but historians have shown that men tended to vote and govern according to fiscal concerns, while women lobbied and organized around social concerns from the late nineteenth century through the Progressive Era. "Eight Bond Proposals Defeated," *San Francisco Call*, June 23, 1909, p. 1; "Only One Bond Issue Carries," *Oakland Tribune*, June 23, 1909, p. 16; Gayle Gullett, *Becoming Citizens: The Emergence and Development of the California Women's Movement, 1880-1911* (Urbana, 2000); Maureen A. Flanagan, *Seeing with Their Hearts: Chicago Women and the Vision of the Good City, 1871-1933* (Princeton, 2002).

<sup>12</sup> "Where the Kids Play 'Prisoner's Base,'" *San Francisco Call*, March 13, 1910, p. 5; "Soul Surgery as Practiced in San Francisco, *ibid.*, August 7, 1910, p. 11.

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detention home (Figure 1). When it was completed late in 1916, newspapers hailed the building as "the most perfectly appointed building of its kind, designed to meet all conditions in caring for juveniles.... This new home... places San Francisco in the front rank in juvenile reform."<sup>13</sup> Indeed, Benjamin Ide Wheeler, president of the University of California, claimed that the medical and psychology facilities at the new juvenile detention home placed San Francisco at the national forefront of research on pediatric medicine.<sup>14</sup>

The new building exemplified several of the Progressive Era principles discussed above. The complex included the juvenile court building on the premises and to the rear of the building, which prevented exposure of juveniles to public scrutiny. On-site educational and medical facilities furthered sheltered the children from the public eye. While it is difficult to achieve a homey atmosphere in a high-rise building, Mullgardt's design acknowledged the pervasive push to create homelike settings for wayward youth; the gable roof, unusual for a building of this height, evoked domestic architecture. In addition, recreational facilities marked a shift away from the dreary and often oppressive accommodations that juvenile delinquents had to live under previously. A large playground provided exterior recreational space.

Each floor of the detention home was dedicated to a particular function. Thus, recreation rooms were located in the basement and the first floor hosted administrative offices, separate admissions facilities for men and women, and the juvenile court. Detention home employees found their living quarters on the second floor and the third floor was dedicated to the nurseries (including separate nurseries for girls and boys), a sewing room, and a full-width enclosed sun porch lit by three walls of windows and skylights. The fourth and fifth floors housed male inmates, and the sixth and seventh floors housed female inmates. Identical floor plans characterized these last four floors and included fifteen sleeping rooms (separate rooms for each inmate), a combined dining and school room, dressing rooms and toilets, and a service room. Medical facilities - including rooms for triage, psychologists, vision and hearing specialists, general practitioners, and surgery - were all located on the eighth floor, while kitchen, laundry, and storage, were located on the top floor. Two elevators, located in the towers of the building, allowed for vertical circulation and kept intermingling between different classifications of inmates to a minimum.<sup>15</sup>

The building was also notable for its ample windows (Figure 4). Six-lite industrial sash awning windows, stacked in ones, twos, or threes, dominated

<sup>13</sup> "New Juvenile Court, Home to be Opened To-Morrow," *San Francisco Examiner*, November 19, 1916, p. 1E.

<sup>14</sup> Wheeler, Benjamin Ide, "Annual Report of the President of the University on Behalf of the Regents to His Excellency the Governor of the State of California, 1916-1917," *Administrative Bulletins of the University of California, 1917-18*, no. 9 (December 1917), 143. Office of the President of the University of California, Oakland, California.

<sup>15</sup> Christian Mullgardt, "Juvenile Court and Detention Home," plans (1915), Bureau of Architecture, City of San Francisco; "New Home for the Wayward Building is Well-Planned," *San Francisco Chronicle*, October 10, 1915, p. 58.

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all sides of the building - twenty-four window openings on each floor of the east and west elevations, three windows on each floor of the north and south elevations. These windows, particularly on such a narrow building, allowed natural light and fresh air to flood the rooms. The third-floor sun porch - part of the nursery - evoked a particularly California twist to healthy living.

Although the San Francisco Juvenile Court and Detention Home opened to much praise, the celebration was short-lived. As early as 1924 a *San Francisco Examiner* article reported that the building was clean and had adequate shower facilities. The boys and girls received sufficient food and they were not overworked. But the reporter also described the building repeatedly as bleak, cold, and cluttered for lack of storage space. Paint was peeling off the walls and the place was "strangely reminiscent of a prison," not a home. A subsequent report declared, "the building has deteriorated to such an extent that it is almost unfit for human habitation." Inadequate maintenance funds were partly to blame, but so was poor construction and design; the roof leaked, western winds howled through the western exposure, and a maze of industrial pipes decorated every ceiling.<sup>16</sup> By 1930 the juvenile detention home was under fire again for inadequate facilities. Under funding accounted for many of the problems, particularly archaic equipment, but, again, the building presented problems too. It was deemed a fire hazard and, more importantly, it was not homey and could not accommodate proper division of child offenders.

Once again women led the charge to achieve reform. They called for new facilities planned according to the cottage system. Reports on the subject appeared regularly in the newspapers for over six months, from the fall of 1930 through the spring of 1931. The Great Depression and World War II, and general politics kept anything from happening towards the construction of a new juvenile detention home for nearly twenty years. Meanwhile, no significant events or developments occurred at the Otis Street facilities. Finally, in 1950, a new International Style facility, the Youth Guidance Center, opened on Woodside Avenue.<sup>17</sup>

By 1957, the former San Francisco Juvenile Court and Detention Home provided offices for local government. It functioned in this capacity through the 1990s, and since 2005 the first two floors have been used as a homeless shelter for men. As of 2010, the Chinatown Community Development Center has plans to rehabilitate the building for low-income housing.

<sup>16</sup> "Detention Home is Condemned," *San Francisco Examiner*, December 20, 1924, p. 18; "S. F. Detention Home to be Inspected," in *ibid.*, December 23, 1924, p. 4.

<sup>17</sup> "Conditions at Detention Home Scored," *San Francisco Chronicle*, November 18, 1930, p. 15; "Women Will Inspect Juvenile Home," in *ibid.*, November 6, 1930, p. 8; "Juvenile Home Called 'Awful Mess' by Uhl," *ibid.*, November 13, 1930, p. 5; "Conditions Existing in the Juvenile Home," *ibid.*, November 14, 1930, p. 24; "New Detention Home Urge by Club Women," *ibid.*, November 20, 1930, p. 3; "New Home for Juveniles," *ibid.*, April 6, 1934, p. 28; "Detention Home is Condemned," *San Francisco Examiner*, December 20, 1924, p. 18; "S. F. Detention Home to be Inspected," *ibid.*, December 23, 1924, p. 4; Also look under "Juvenile Detention Home" in the San Francisco Newspaper Index.

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**CONTEXT FOR CRITERION C**

***Louis Christian Mullgardt (1866-1942)***

Louis Christian Mullgardt was born in Washington, Franklin County, Missouri, in 1866 to German immigrant parents. His architectural training combined apprenticeships and academic studies. In 1881, at the age of fifteen, Mullgardt traveled to St. Louis, Missouri to study in the offices of O. J. Wilhelm, Ernest C. Janssen, and James Stewart. The early 1880s also saw the teenager enroll in classes at the Polytechnical Institute and Department of Fine Arts at Washington University, but by 1885 Mullgardt relocated to Boston where he worked in the office of Henry Hobson Richardson, followed by the office of Richardson's successors, Shepley, Rutan, and Coolidge. Louis Christian Mullgardt called Harvard his university for one year, but poor health cut this academic chapter short.<sup>18</sup>

In 1891 Mullgardt once again relocated, this time to join the Chicago office of Henry Ives Cobb as designer in-chief. It was the opportunity of a lifetime for a twenty-five year old aspiring architect, for the city of Chicago was preparing to host the 1893 World's Columbian Exposition. Technically a celebration of the 400<sup>th</sup> anniversary of Christopher Columbus's discovery of America, the Exposition really showcased Chicago's glorious rise from the ashes of the devastating 1871 fire with some of the most important architectural, urban planning, and technological achievements of the nineteenth century. For this event, Mullgardt designed the Fisheries Building (Figure 5), a building that displayed exuberant architectural and decorative detail. Such exuberance is a signature of Mullgardt's work, but he was not able design buildings with quite as much flourish again until the Panama Pacific International Exposition in 1915. During his two years in Cobb's office Mullgardt also designed the Newberry Library, the Cook County Abstract building, the Chicago Athletic Club Association building, and buildings for the new University of Chicago campus.<sup>19</sup>

By 1893 Mullgardt was ready to open his own practice. He returned to St. Louis where he was involved in discussions about the site of the 1904 Louisiana Purchase Exposition, but generally did not receive significant commissions. England came next. Mullgardt designed alterations for the Savoy Hotel and patented a method of reinforced concrete floor construction that remained popular in England long after his departure. After about two years in England, still unsatisfied with the trajectory of his career, Louis Christian Mullgardt decided to head West. He arrived in San Francisco in 1905.<sup>20</sup>

Although he worked exclusively on residential projects - and mostly in the East Bay - during his first seven years in the San Francisco Bay Area, Mullgardt enjoyed warm praise from his peers and played a prominent role in promoting the development of architecture in the region. In 1905 Willis

<sup>18</sup> "Who's Who in Pacific Coast Architecture," *Architect and Engineer*, 35 (November 1913), 47-48; Robert J. Clark, "Louis Christian Mullgardt and the Court of the Ages," *Journal of the Society of Architectural Historians*, 21 (December 1962), 172.

<sup>19</sup> "Who's Who," 47-48; Clark, "Court of the Ages," 172.

<sup>20</sup> Clark, "Court of Ages," 173; "Who's Who," 48; Chris VerPlanck, "Louis Christian Mullgardt: An Architect with a Capital 'A,'" *Heritage News*, 29 (September/October 2001), 5.

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Polk, already an influential voice in San Francisco's burgeoning architectural scene, invited Mullgardt to join his practice with George A. Wright. Polk, who was closely affiliated with Chicago's Daniel Burnham, may have been familiar with Mullgardt's work for the Chicago World's Fair and understood his potential for designing creative and innovative architecture that could make San Francisco a leader for the twentieth century. Mullgardt also helped organize the annual exhibition of the San Francisco Architectural Club in 1909. He was appointed to a jury that was commissioned to select the best design for a 350-acre development in Richmond, north of Berkeley in the East Bay, in 1914 and served as president of the San Francisco Society of Architects that year as well.<sup>21</sup>

A 1908 Mediterranean mansion in the Berkeley hills drew widespread regional acclaim to Mullgardt and his work, but it was his involvement with the Panama Pacific International Exposition that catapulted his reputation to the highest levels of prestige.<sup>22</sup> The Architectural Commission of the Panama Pacific International Exposition, led by Willis Polk, called Louis Christian Mullgardt to serve in 1911. He was assigned to design the Eastern courtyard and produced a design for an ornate, polychromatic fantasy of arcades, fountains, galleries marked by arches and molded plant life reminiscent of the Fisheries of the 1893 Chicago Exposition. The Court of Ages, with its central Tower of Abundance (Figures 6 & 7), received wide-spread acclaim both regionally and nationally.<sup>23</sup> A San Francisco resident called for California cities to create replicas of the Court of Abundance, declaring, "No form of architectural embellishment has been more appreciated than this enchanting court... Why should this court of such unforgettable loveliness become even an ineffable memory." The Court of Abundance was so ornate that any aspect of Mullgardt's creation could serve as the centerpiece for city beautiful efforts throughout the state. John Barry, of the *Boston Globe*, described it as the "most original of all the courts," and praised Mullgardt's use of repeated arches and subtle allusions to sea life and falling water.<sup>24</sup>

In 1914, while the Tower of Abundance was under construction, the San Francisco Board of Supervisors appointed Louis Christian Mullgardt to design a new juvenile court and detention home on Otis Street (Figures 2 & 3). The resulting nine-story building illustrates both the influence of the Court of Abundance on Mullgardt's post-exposition work and his preoccupation with

<sup>21</sup> "Fourth of July Week Deals Total More than a Million," *San Francisco Call*, July 9, 1905, p. 49; "Architects Ready for Exhibition," *San Francisco Call*, October 18, 1909, p. 7; "Jury Selected to Plan Town Tract," *San Francisco Chronicle*, May 16, 1914, p. 9; John P. Young, "Louis C. Mullgardt," *Journalism in California: Pacific Coast and Exposition Biographies* (San Francisco, 1915), 227, [www.sfgenealogy.com](http://www.sfgenealogy.com) (accessed August 16, 2010); Richard Longstreth, *On the Edge of the World: Four Architects in San Francisco at the Turn of the Century* (Berkeley, 1983).

<sup>22</sup> A sprawling mansion for lumber dealer Henry W. Taylor (demolished) is generally considered Mullgardt's domestic masterpiece. Clark, "Court of Ages," 173; "Lumber Dealer Will Erect \$100,000 House in Claremont," *San Francisco Call*, July 27, 1908, p. 4.

<sup>23</sup> Clark, "Court of Ages," 173-177; Robert Judson Clark, "Louis Christian Mullgardt, 1866-1942," (San Francisco, 1966), 10-11.

<sup>24</sup> Harold French, "One Way to Keep the Court of Abundance," letter to the editor, *San José Evening News*, November 30, 1915, p. 2; John D. Barry, "The San Francisco Exposition," *Boston Globe*, September 30, 1915, p. 9.



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skyscrapers. The artificial travertine finish of the concrete detention home, the Florentine arch of the entrance, the corbelled gable roof, and the solid lateral portions of the shank all found their inspiration in the Tower of Abundance.<sup>25</sup> During this same period Mullgardt spoke publicly about the potential for tall buildings to solve architectural solutions, particularly in San Francisco. Since many of the city's hills were deemed too steep for roads, for example, Mullgardt suggested that skyscrapers be built into the hillside, mimicking the landscape. Mullgardt also designed skyscrapers for the financial district, although none appears to have been constructed. And Mullgardt's 1925 design for a San Francisco-Oakland Bay Bridge, the first such design to be published, imagined a series of functional skyscrapers that doubled as piers to support four levels of roadway across the bay. Robert Judson Clark, Mullgardt's biographer, argues that 150 Otis Street was highly innovative as well. It anticipated by two decades slab building construction and the stepped back design that became popular for skyscrapers during the 1930s, particularly in New York City. To this day, 150 Otis Street stands as Louis Christian Mullgardt's tallest permanent building.<sup>26</sup> The *San Francisco Chronicle* cited Mullgardt's juvenile court and detention home a model for "excellence in design."<sup>27</sup>

Mullgardt's career continued to flourish for a few years after the Panama Pacific International Exposition closed and the juvenile detention home was constructed. He was one of eight local architects listed in *Who's Who in America*, "the country's hall of fame for its prominent citizens," and hailed as "a great architect, in the sense the term is used when applied to those of international fame... His praises ... have been proclaimed by some of the most distinguished art critics of the East and Europe, and that fact sets the seal securely upon his reputation."<sup>28</sup> Stanford University commissioned Mullgardt to design a rambling, Spanish Colonial and Gothic mansion for its president, and Lou Henry and Herbert C. Hoover, future President of the United States, hired Mullgardt to design their mansion in Palo Alto.<sup>29</sup> In 1916 M. H. de Young, co-founder of the *San Francisco Chronicle*, chose Mullgardt to design a new building to house his art collection in Golden Gate Park; the Egyptian-inspired structure that housed de Young's collection since the Midwinter Fair of 1894 had grown too small. This commission finally offered Mullgardt the opportunity to give permanent expression to his love for polychromatic - not to mention excessive and even exotic - decorative details that had found its place in the Fisheries and the Court of Ages (Figures 8 & 9). A Kansas City reporter described the de

<sup>25</sup> Robert Judson Clark, "The Life and Architectural Accomplishment of Louis Christian Mullgardt," (M.A. thesis, Stanford University, 1964), 67.

<sup>26</sup> "Modern Architecture Need Told of by Louis Christian Mullgardt," *San Francisco Examiner*, February 20, 1916, p. 1E; Irving F. Morrow, "Recent Work of Louis Christian Mullgardt, F.A.I.A.," *Architect and Engineer*, 51 (December 1917); Clark, "The Life and Architectural Accomplishment of Louis Christian Mullgardt," 68-69; Robert Judson Clark, *Louis Christian Mullgardt*, 13.

<sup>27</sup> "Many Large Transactions Closed in Downtown Real Estate," *San Francisco Chronicle*, September 16, 1916, p. 9.

<sup>28</sup> "Prominent S. F. Men Mentioned in New 'Who's Who in America,'" *San Francisco Chronicle*, June 14, 1916, p. 4; "Louis Christian Mullgardt: On 'The Architecture and Landscape Gardening of the Exposition,'" in *ibid.*, October 10, 1915, p. 23.

<sup>29</sup> "Food Administrator Will Live Near Palo Alto," *San Francisco Chronicle*, February 23, 1918, p. 9; "Stanford University is Building House for President," in *ibid.*, March 2, 1918, p. 9.

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Young Museum, as "set like a jewel" in Golden Gate Park. After twenty years, however, the colors had faded, decorative elements, particularly the myriad finials, had broken off and sometimes crashed through the roof into exhibit spaces, and more streamlined styles like Art Deco and the International Style were gaining favor. The museum was stripped bare of Mullgardt's decorations. Since then, the building has been demolished and replaced.<sup>30</sup>

Mullgardt's career soon fell into steady decline. In 1917 a group of seven business firms solicited Mullgardt to design the Honolulu Business Center. Mullgardt proposed a series of lavish Italianate buildings for this monumental project, but only one was ever built. He also lost the commission for Hoover's house because he made the gauche mistake of announcing the lavish commission for a public figure while the country was at war. Once again disappointed professionally, Mullgardt set off on a world tour. He was reportedly present at the opening of King Tutankhamen's tomb in 1922. Upon returning to San Francisco the following year, Mullgardt found few clients, so he busied himself with the aforementioned design for a transbay bridge, which he presented in 1924. Then tragedy struck in 1927 when one of Mullgardt's sons was killed in a plane crash. Divorce followed the next year. Mullgardt completed the San Francisco's Infant Shelter, a Mission Revival Style orphanage, in 1929, but his career was essentially over. Psychologically unstable after the series of personal tragedies and professional failures, he was found once in 1935 wandering the streets of San Francisco carrying a carpet bag filled "with unfinished plays being dictated to him by William Shakespeare." Louis Christian Mullgardt died at the age of seventy-six in the pauper's ward of the State Hospital in Stockton in 1942.<sup>31</sup>

#### Conclusion

The San Francisco Juvenile Court and Detention Home at 150 Otis Street was central to the development of San Francisco's juvenile justice system, a cause that gained national momentum during the Progressive Era. As in other parts of the country, women were pivotal in establishing San Francisco's juvenile court and lobbying for the construction of the most modern facilities, which embodied the reigning theories and practices for addressing juvenile delinquency at the time. In 1903, following the example set in Cook County, Illinois, just four years before, the State of California passed a law to create a juvenile justice system. Juvenile courts and detention homes were central to the new legal institution, as they segregated children from both adult offenders and public scrutiny. In San Francisco, reformers, often led by women activists like Katharine Felton, campaigned for more than a decade to build adequate facilities for wayward youth. Finally, after a 1909 bond measure failed to capture enough voter support, San Francisco's Board of Supervisors allotted \$160,000 to the

<sup>30</sup> "San Francisco's New Memorial Museum Set Like a Jewel in Scenic Beauties of Golden Gate Park," *Kansas City Star*, January 11, 1921, p. 28; Clark, *Louis Christian Mullgardt*, 11.

<sup>31</sup> "Louis C. Mullgardt, Architect," *San Francisco Chronicle*, January 16, 1942, p. 11; "Lou Henry and Herbert Hoover House," <http://www.nps.gov/nr/travel/santaclara/Hoo.htm>, accessed October 7, 2009.

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project and commissioned Louis Christian Mullgardt to design a state-of-the-art juvenile court and detention home in 1914. The new building opened late in 1916. Its plan, which maximized the separation of inmates by sex, age, and offense, the playground and recreational facilities, and the medical ward - including the psychiatric ward - rendered San Francisco's Juvenile Court and Detention Home among the most modern and cutting-edge in the nation. Although the facility became the target locally of significant criticism within ten years of its construction and was considered wholly inadequate by 1930, 150 Otis Street functioned in its original capacity until 1950. For these reasons, the building is eligible for the National Register under Criterion A, for its association with the development of juvenile justice systems in San Francisco, California, and nationally during the early twentieth century.

The San Francisco Juvenile Court and Detention Home is also the most significant extant, government building designed by master architect Louis Christian Mullgardt. Commissioned in 1914 and completed in 1916, the building dates to the height of Mullgardt's career. Already highly respected for his work on the Chicago World's Columbian Exposition of 1893 and for his domestic work in the East Bay, Mullgardt's reputation achieved new heights for his work on the Panama Pacific International Exposition (PPIE). In particular, his design for the Court of the Ages and Tower of Abundance attracted attention to his genius. It led the City of San Francisco to invite the architect to design his first government building in the city, the Juvenile Court and Detention Home, and led to other notable commissions, including the M. H. de Young Museum in Golden Gate Park. The latter has been demolished, rendering the Juvenile Court and Detention Home one of the few - if not the only - government or institutional buildings that Mullgardt ever designed in San Francisco, and perhaps throughout the whole of California. The San Francisco Juvenile Court and Detention Home is also the tallest extant building designed by Louis Christian Mullgardt, which is particularly significant for an architect who espoused tall buildings as the solution to modern architectural problems in the early twentieth century. Finally, the building has character-defining features of this period in Mullgardt's career, particularly the artificial travertine finish to the concrete, the Florentine arch, the eave details in the gable, and the mix of architectural styles. All of these elements hearken back to one of the most popular attractions at PPIE, the Court of the Ages and Tower of Abundance. For these reasons, the San Francisco Juvenile Court and Detention Home is eligible under Criterion C, as the work of a master architect.

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**Maps**

Assessor's Map for block 3513, lot 7, San Francisco Office of the Assessor-

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GEOGRAPHICAL DATA

VERBAL BOUNDARY DESCRIPTION

150 Otis Street stands on Otis Street, 198.5' to the north of Duboce Avenue and 206.25' south of McCoppin Street. From the southeast corner to the northeast corner, the irregularly shaped lot measures 137.5.' It runs 137.5' west from the southeast corner, then turns north for 84.146.' The parcel then heads northwest for 32.167' before heading north again for 39.917.' From the northwest corner to the northeast corner, the parcel measures 167.5.' The area totals 20,305.315 square feet.

BOUNDARY JUSTIFICATION

These boundaries correspond to the Assessor's parcel on which 150 Otis Street stands. This parcel is known as Lot 007 in Assessor's Block 3513.

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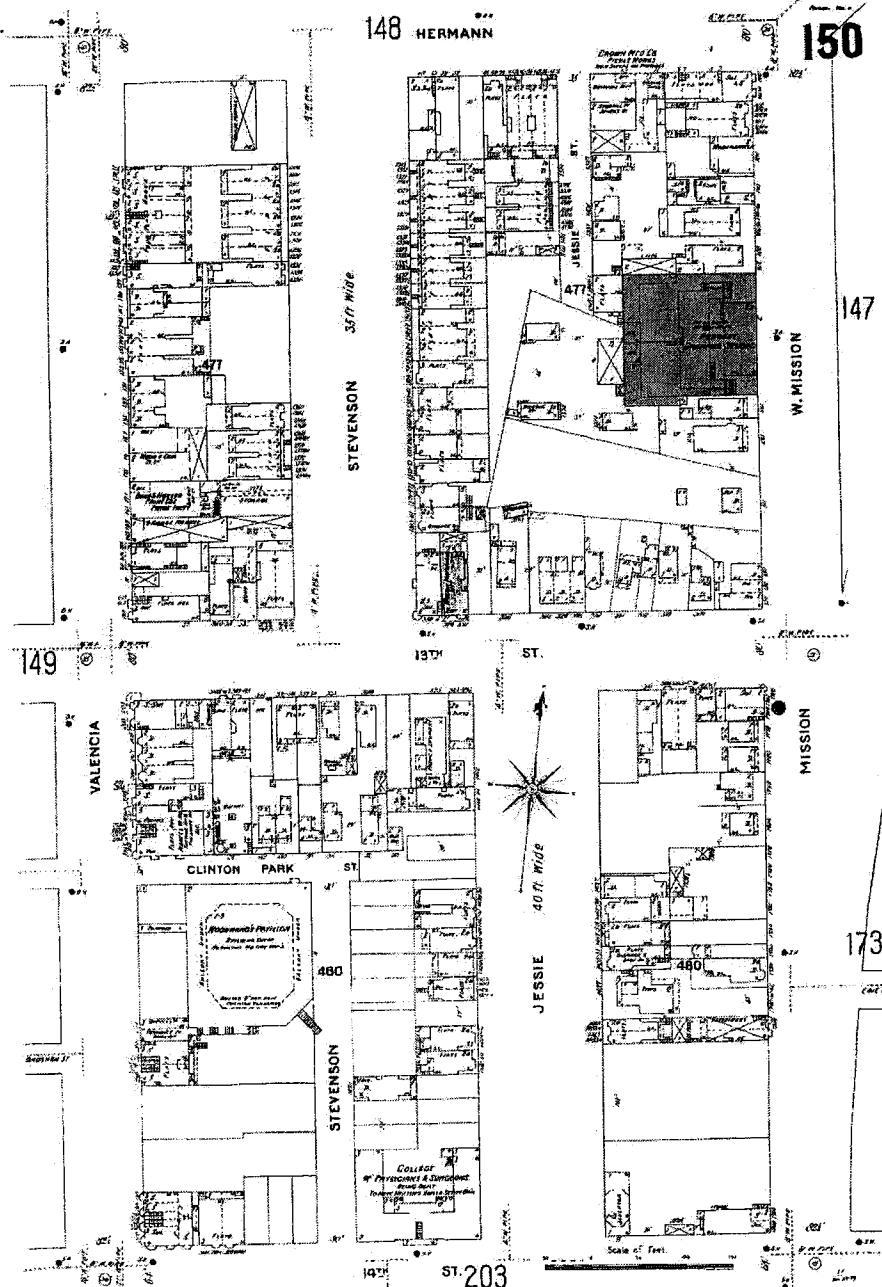
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SANBORN MAP IMAGES

Sanborn Fire Insurance Company, San Francisco (1899-1900), sheet 150



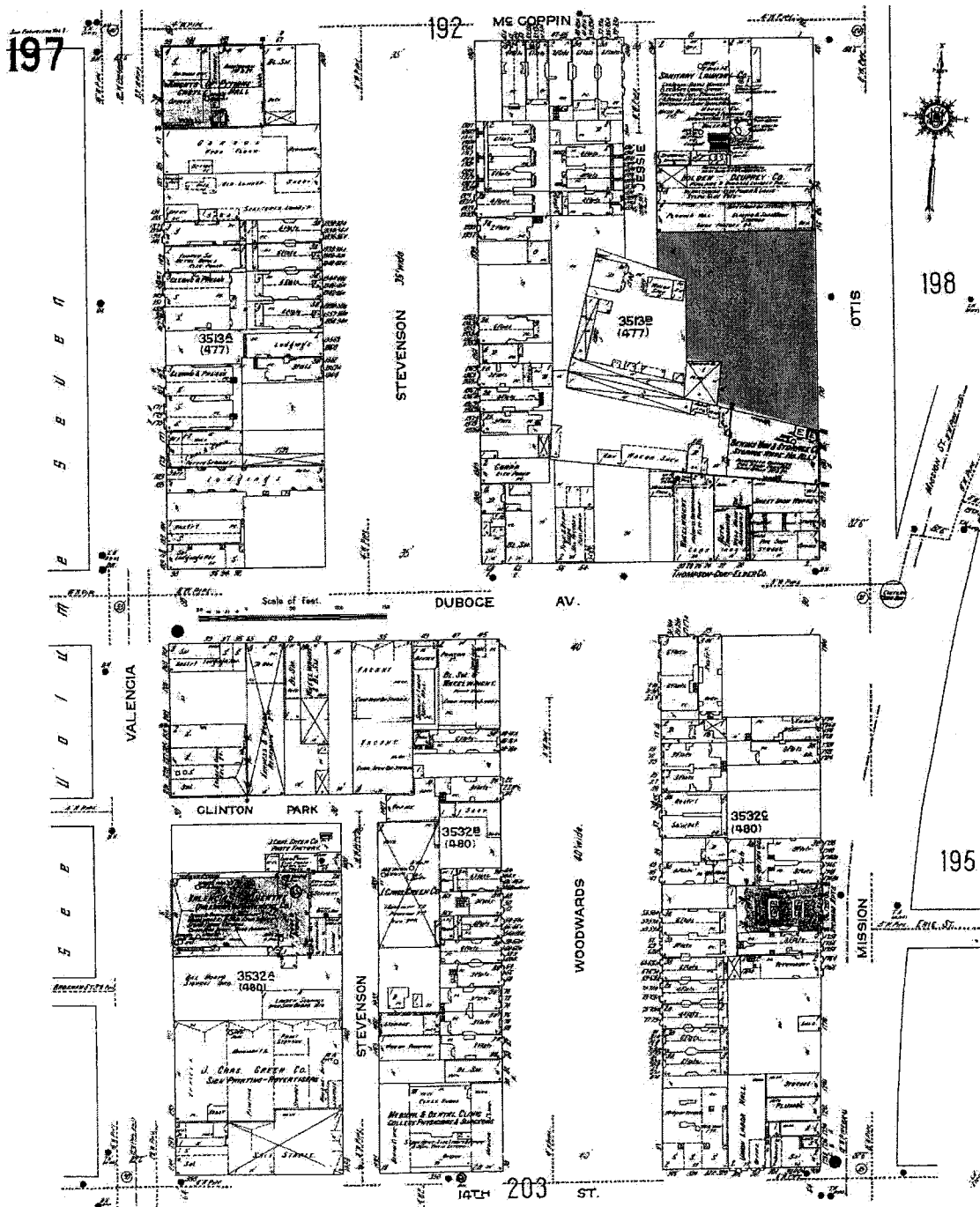
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Sanborn Fire Insurance Co., San Francisco (1913-1915), sheet 197



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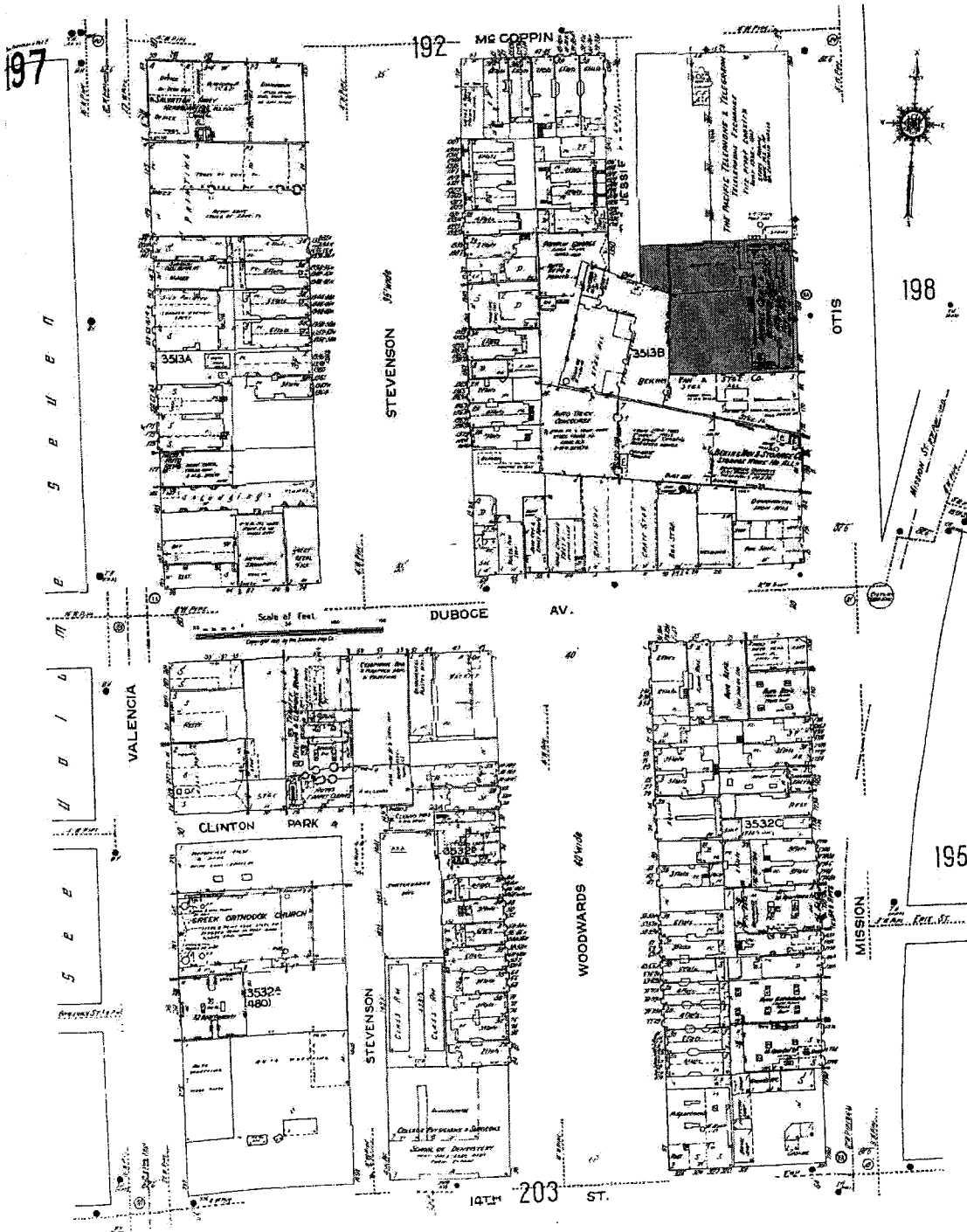
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Sanborn Fire Insurance Co., San Francisco (1949), sheet 197



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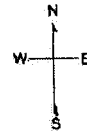
ASSESSOR'S MAP

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CITY & COUNTY ASSESSOR 1995

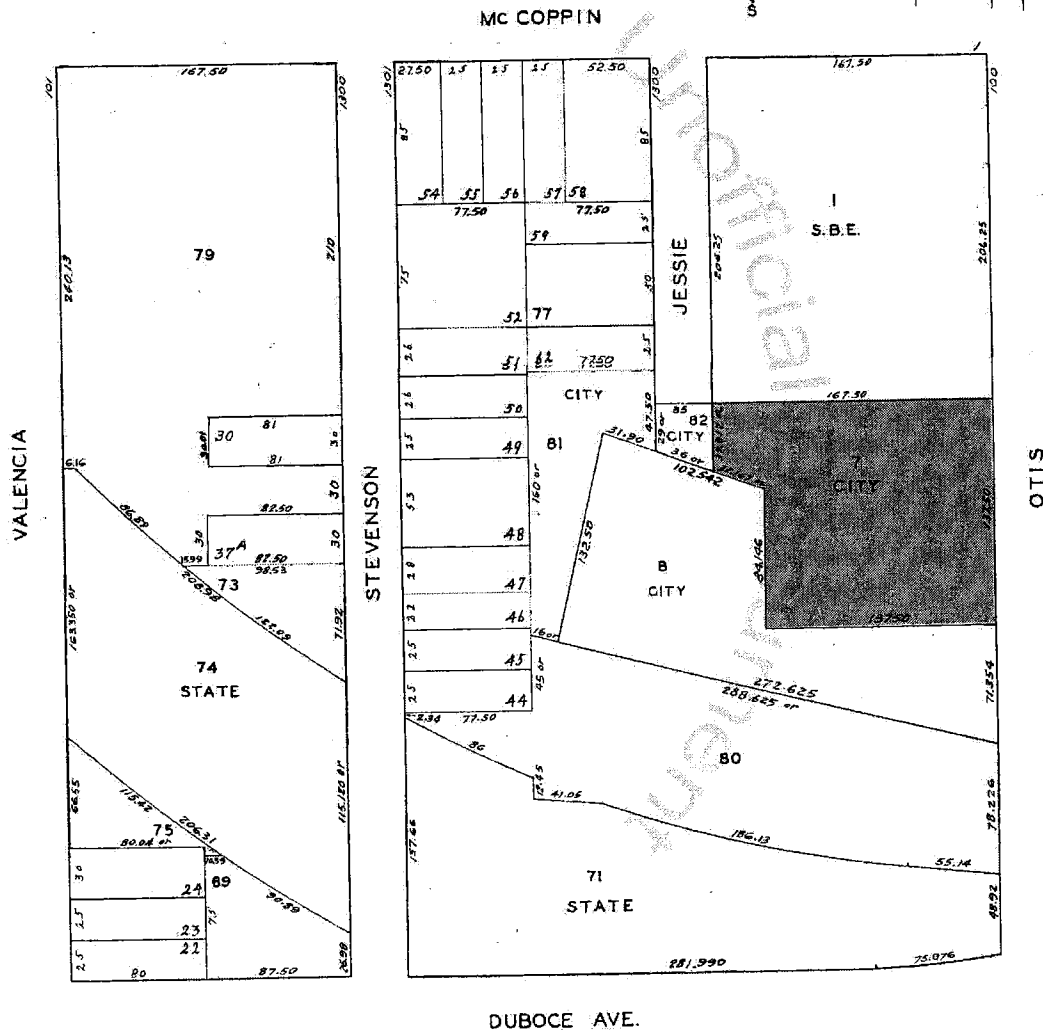
3513  
MISSION BLK. 21

LOTS MERGED

Lots	merged into	Lot #	"45"
64		12	
18		14	
36		32	
58		32	
27	4, 6, 44	27	44
40		27	44



REVISED	'57
"	'58
"	'60
"	'62
"	'67
"	'72
"	'76
"	
"	
"	
"	



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BUILDING CHRONOLOGY

- 1914 - San Francisco Board of Supervisors appropriated \$160,000 to build a new juvenile court and detention home. Luis Christian Mullgardt awarded contract to design the new building.
- 1915 - May. Rendering of Mullgardt's design for the San Francisco Juvenile Court and Detention Home published in *Architect & Engineer*.
- 1916 - December. San Francisco Juvenile Court and Detention Home completed.
- 1950 - San Francisco Juvenile Court and Detention Home at 150 Otis Street vacated; new Youth and Guidance Center opened on Woodside Avenue.
- 1957 - November. Building used as offices. Permit application to alter 9<sup>th</sup> floor plan.
- 1960 - December. Permit application submitted to replace existing steel windows with aluminum windows, wood frames for windows, wood trim painting, glazing and patching disturbed surfaces. Work confined to 49 windows on 9<sup>th</sup> floor and 1 on 8<sup>th</sup> floor.
- 1962 - February. Permit application to install new interior partitions, electrical, plumbing, exterior windows, painting, "etc."
- 1964 - June. Second and third floor altered. New partitions and suspended ceiling constructed.
- 1976 - February. Basement windows on North, South, & West Elevations filled in. New windows & louvres at first floors etc. Electric work in telephone equipment room. Electrical and mechanical work, related to the new structures, in the boiler room and the gas meter and electric panel room. New ramp, entrance etc. from new garage to basement of 150 Otis Street.
- 1979 - March. Both elevator shafts enclosed with gypsum board, fire alarm and emergency light systems installed, windows replaced with fire protection types at exterior fire exit areas, new doors and frames installed, and building painted.
- 1981 - December. Existing non-bearing walls demolished. New walls constructed. Hot water pipes and system upgraded. Cafeteria relocated from 8<sup>th</sup> floor to 9<sup>th</sup>; associated electrical, mechanical, plumbing, and finish work addressed. ADA upgrades: installation of elevator entry, toilet facilities.
- 1992 - July. First floor restroom's toilet partition, doors, fixtures and accessories modified. Accessible drinking fountain, telephones, & signage provided. New rubber flooring installed at main stair. New sidewalk curb provided and windows repaired.
- 2005 - July. Work on ground floor only for temporary men's shelter. Work included ADA access, finishes, bathroom and showers, doors and

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hardware, electrical and mechanical system upgrades.

2007 - October. Installed smoke detector in basement.

2010 - First two floors of building continue to be used as men's homeless shelter. Plans to rehabilitate building for low-income housing submitted to local government and SHPO.



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3. Completed San Francisco Juvenile Detention Home, *Architect and Engineer*, 51 (December 1917): 73.
4. Detail of 150 Otis Street, c 1964, Robert Judson Clark, *Louis Christian Mullgardt, 1866-1942* (San Francisco, 1966).
5. The Fisheries, Chicago World's Columbian Exposition of 1893, Paul V Galvin Library, Digital History Collection, Illinois Institute of Technology, <http://columbus.iit.edu/dreamcity/00034022.html>, accessed May 18, 2010.
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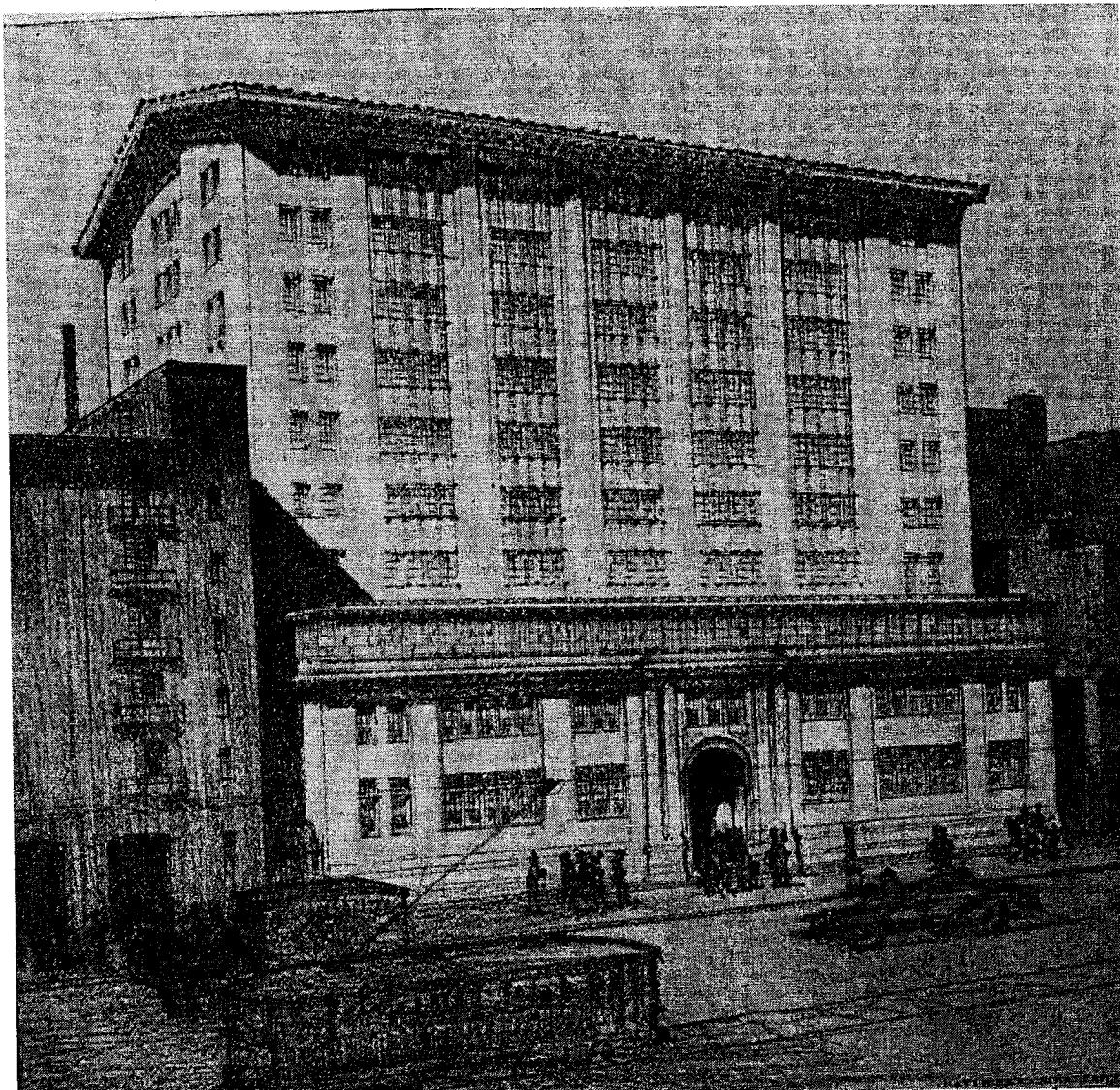
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HISTORIC PHOTOS

Figure 1



Description: Rendering of San Francisco Juvenile Court and  
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Source: *Architect and Engineer*, 41 (May 1915), 97.

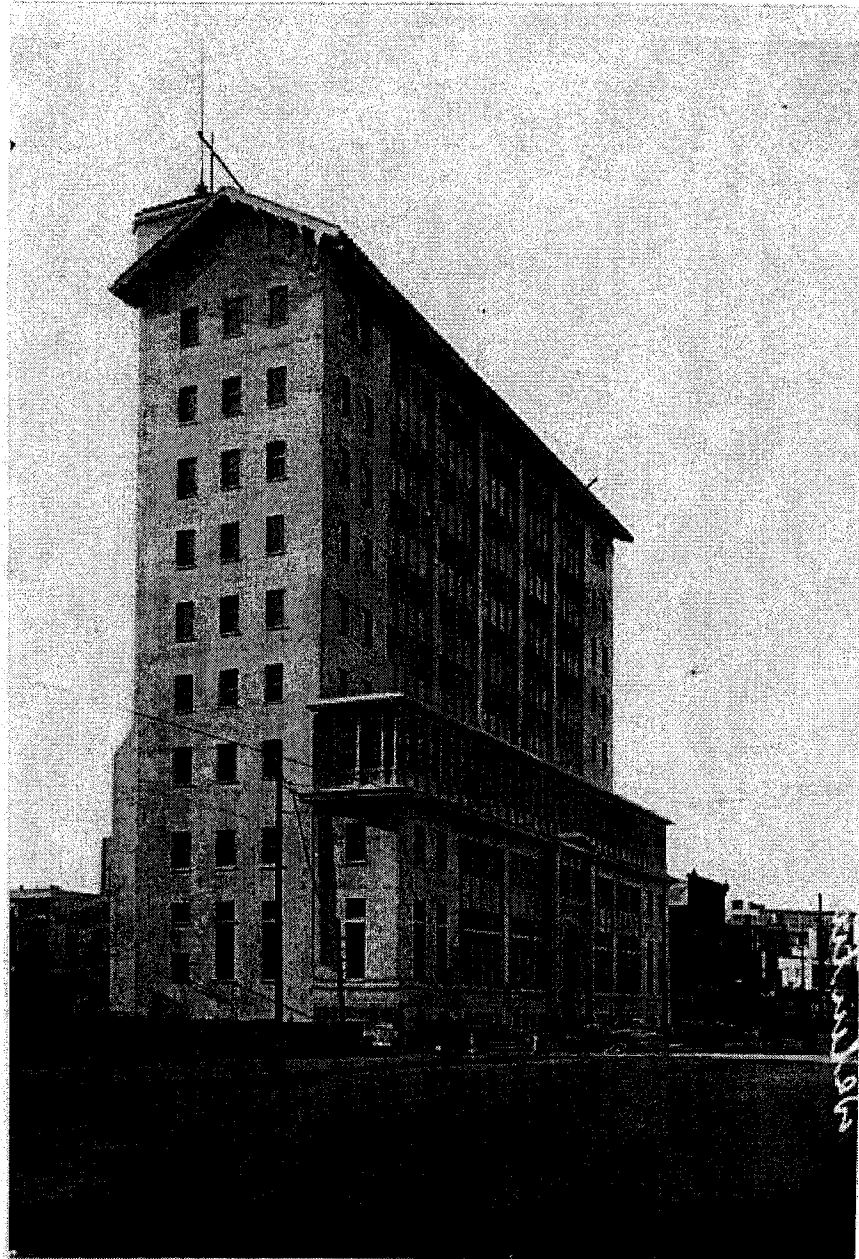
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Figure 2



Description: San Francisco Juvenile Court and Detention Home under construction, 1917.

Source: California State Library

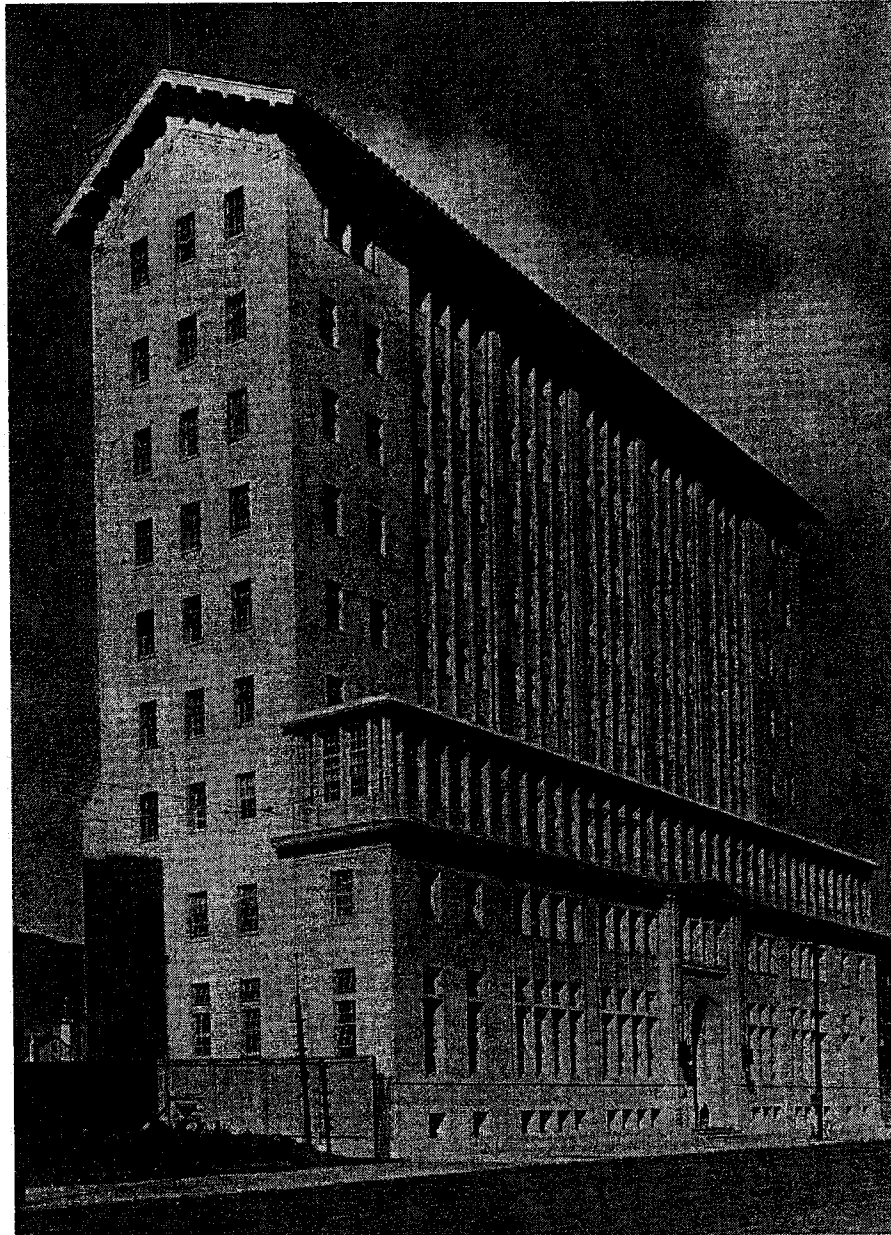
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Figure 3



Description: Completed San Francisco Juvenile Detention Home.

Source: *Architect and Engineer*, 51 (December 1917), 73.

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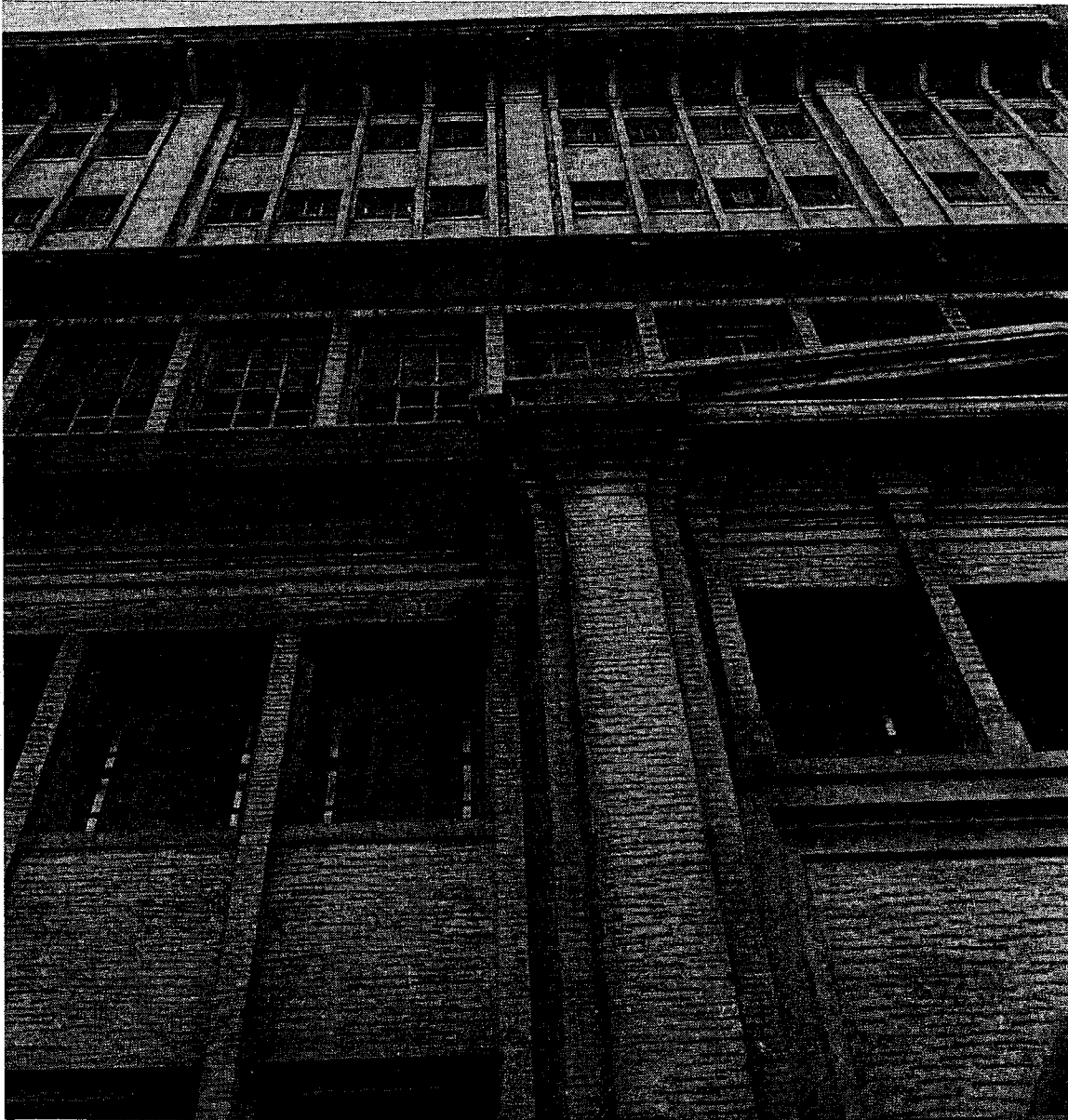
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Figure 4



Description: Detail of 150 Otis Street, c 1964 Note artificial travertine effect and original windows.

Source: Robert Judson Clark, *Louis Christian Mullgardt, 1866-1942* (San Francisco, 1966).

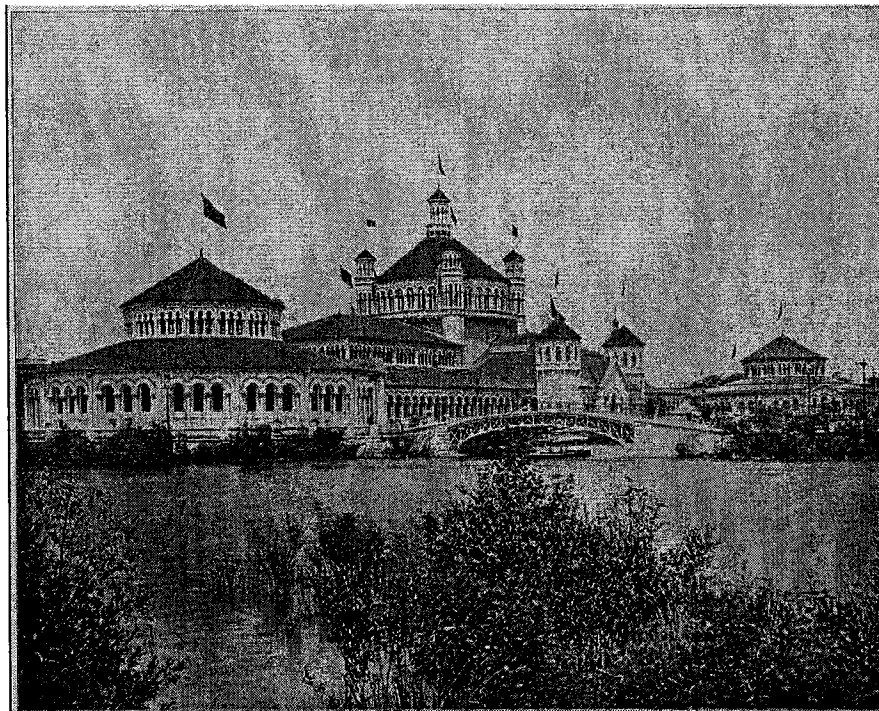
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Figure 5



Description: The Fisheries, Chicago World's Columbian Exposition of 1893.

Source: Paul V Galvin Library, Digital History Collection, Illinois Institute of Technology,  
<http://columbus.iit.edu/dreamcity/00034022.html>, accessed May 18, 2010.

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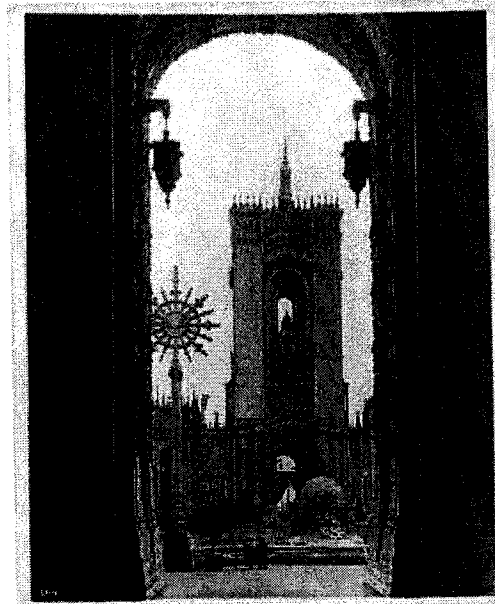
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Figure 6



Description: Court of Ages, PP1E, 1915.  
Source: San Francisco Public Library

Figure 7



Description: Court of Ages, PP1E, 1915.  
Source: San Francisco Public Library



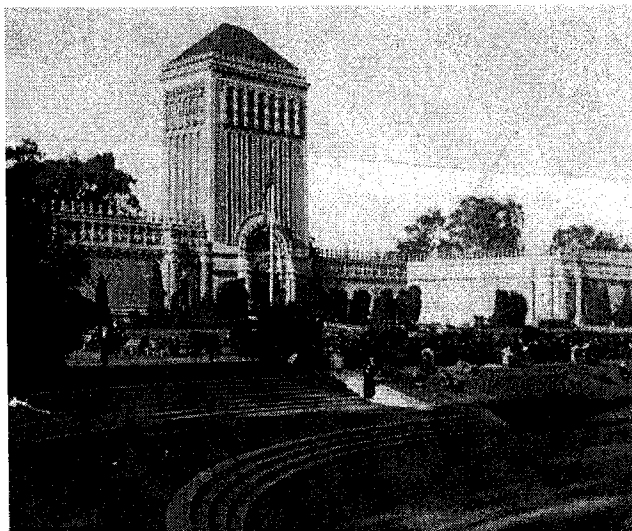
United States Department of the Interior  
National Park Service

National Register of Historic Places  
Continuation Sheet

San Francisco Juvenile Court and Detention Home
Name of Property San Francisco, California
County and State
Name of multiple listing (if applicable)

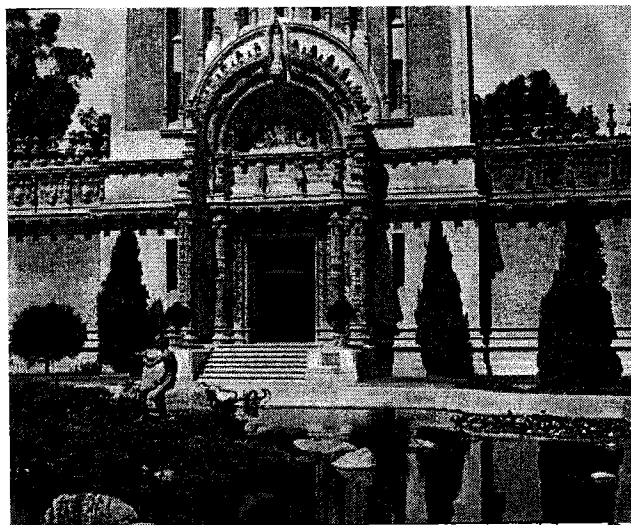
Section number AD Page 14

Figure 8



Description: M. H. de Young Museum, 1925.  
Source: San Francisco Public Library

Figure 9



Description: Entrance to the De Young Museum, and Pool of Enchantment, 1929.  
Source: San Francisco Public Library



**United States Department of the Interior**  
**National Park Service**

**National Register of Historic Places**  
**Continuation Sheet**

San Francisco Juvenile Court and  
 Detention Home

Name of Property  
 San Francisco, California

County and State

Name of multiple listing (if applicable)

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**PHOTO LOG**

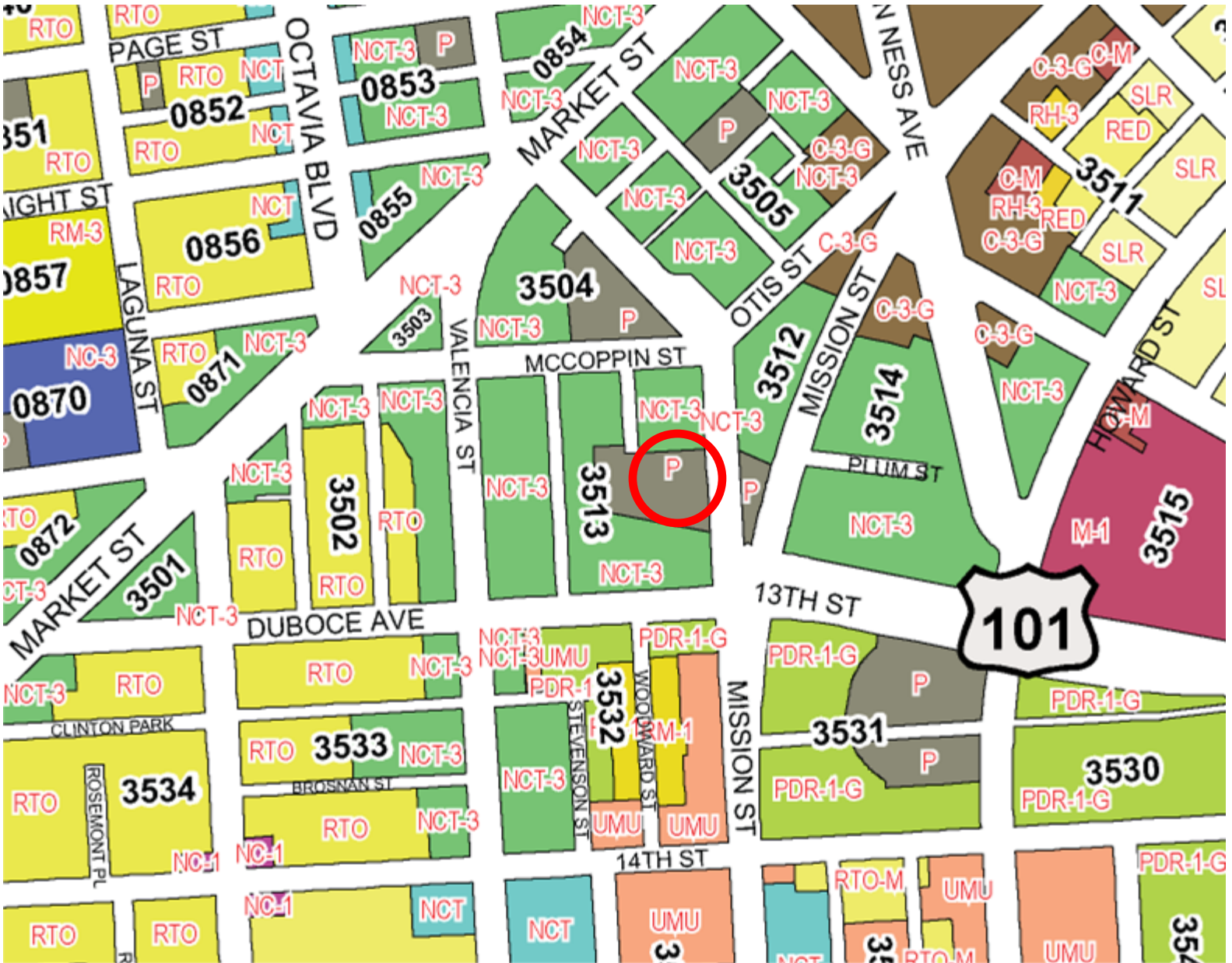
San Francisco Juvenile Court and Delinquent Home  
 150 Otis Street  
 City and County of San Francisco, CA  
 Photographer: Carey & Co.  
 [Digital photographs]

1. Otis Street looking northwest, October 2, 2009, 150 Otis Street and adjacent buildings.
2. 150 Otis Street looking northeast, October 2, 2009, East elevation; Plaza with concrete planters.
3. Looking northeast at west and south elevations, September 19, 2008, Emergency exit stairway, chimneys, elevator shafts on west elevation.
4. Looking west at east elevation, September 19, 2008, Five central bays of east elevation, including entrance, and sun porch.
5. Looking west at east elevation, September 19, 2008, Main entrance archway and pediment, flanked by original light fixtures.
6. East elevation; Main entrance, October 2, 2009, Front steps, handrail, pilaster.
7. East elevation; Main entrance, October 2, 2009, Front steps, wood doors.
8. East elevation; Main entrance, October 2, 2009, Main entry door detail and light fixture.
9. Main entrance, September 1, 2009, Front steps to sidewalk.
10. East elevation, September 19, 2008, Exterior lantern detail.
11. West and south elevations, September 19, 2008, Top of south tower, cornice return and brackets of southern end of gable.
12. West elevation, September 19, 2008, top of southern exterior chimney and eaves of south elevation.
13. West elevation, September 19, 2008, Roof eaves.
14. West elevation, October 2, 2009, Roof eaves, looking south.
15. West side of roof, September 19, 2008, Looking south on roof with chimneys and south tower.
16. East elevation, October 2, 2009, Covered skylights at 3<sup>rd</sup> floor sunroom.





# Zoning Map



Review and Comment  
Case Number 2010.0865U  
National Register Nomination  
150 Otis Street



# Aerial Photo



**SUBJECT PROPERTY**



Review and Comment  
Case Number 2010.0865U  
National Register Nomination  
150 Otis Street

# Site Photo



Review and Comment  
**Case Number 2010.0865U**  
National Register Nomination  
150 Otis Street