San Francisco Planning

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EXECUTIVE SUMMARY

LEGISLATION / CONDITIONAL USE AUTHORIZATION / OFFICE ALLOCATION / SHADOW FINDINGS

HEARING DATE: July 17, 2025

Project Name:	530 Sansome Mixed-Use Tower and Fire Station 13 Development Project
Project Address:	530 Sansome, 447 Battery, 425 Washington, 439-445 Washington Street
Record Number:	2024-007066ENV/GPA/MAP/PCA/DVA/CUA/SHD/OFA
Existing Zoning:	C-3-O (Downtown-Office) Zoning District 200-S Height and Bulk District Priority Equity Geographies Special Use District Downtown Plan Area
Proposed Zoning:	C-3-O (Downtown Office) Zoning District 555-X Height and Bulk District 530 Sansome Mixed-Use Tower and Fire Station Special Use District Priority Equity Geographies Special Use District Downtown Plan Area
Block/Lot:	0206/002, 013, 014, and 017
Project Sponsor:	Jim Abrams, J. Abrams Law, P.C. On behalf of EQX Jackson Sq Holdco LLC 538 Hayes Street San Francisco, CA 94103 415.999.4402, jabrams@jabramslaw.com; Melvin Mendaros, San Francisco Real Estate Division Melvin.mendaros@sfgov.org Assistant Deputy Chief Michael Mullin, San Francisco Fire Department michael.mullin@sfgov.org
Property Owner:	City and County of San Francisco Real Estate Division 25 Van Ness Avenue, Suite 400 San Francisco, CA 94102 EQX Jackson Sq Holdco LLC c/o Nicholas Witte, Related California 44 Montgomery Street, Suite 1300 San Francisco, CA 94104

	Battery Street Holdings LLC c/o Nicholas Witte, Related California 44 Montgomery Street, Suite 1300 San Francisco, CA 94104
Staff Contact:	Jonathan Vimr, Senior Planner jonathan.Vimr@sfgov.org, 628-652-7319
Environmental Review:	Final Environmental Impact Report

Recommendation: Approval With Conditions

Summary

On July 17, 2025, the Planning Commission ("Commission") will consider a series of approval actions related to the proposed 530 Sansome Street and Fire Station 13 Development Project (also known as the 447 Battery and 530 Sansome Street Development Project; hereinafter referred to as the "Project"). The Commission has previously reviewed the Project as part of: (1) the Draft Environmental Impact Report ("DEIR") on April 17, 2025; and (2) a hearing on May 15, 2025, which included an informational hearing on the Project followed by a resolution of intent to initiate amendments to the General Plan, a prerequisite to the approval actions now before the Commission. The actions before the Commission required to implement the Project include:

1. At a joint hearing with the Recreation and Park Commission, the Planning Commission will consider Certification of the Final Environmental Impact Report ("FEIR") prepared for the Project pursuant to the California Environmental Quality Act ("CEQA"), the guidelines implementing CEQA (the "CEQA Guidelines"), and Chapter 31 of the City's Administrative Code;

2. The Planning Commission will also consider adoption of CEQA Findings, including adoption of a statement of overriding considerations and a mitigation and monitoring reporting program ("MMRP");

3. Consideration of a resolution to adjust the absolute cumulative limit for shadowing of four Recreation and Park Department properties, raising the limit for Maritime Plaza, Willie "Woo Woo" Wong Playground, and Washington Square and establishing a limit for Sue Bierman Park, all pursuant to Planning Code Section 295;

4. With the recommendation of the General Manager of the Recreation and Park Department in consultation with the Recreation and Park Commission, adopt shadow findings related to Maritime Plaza, Willie "Woo Woo" Wong Playground, Washington Square, and Sue Bierman Park pursuant to Planning Code Section 295;

5. Recommendation to the Board of Supervisors, in a resolution adopting General Plan and Planning Code Section 101.1 Consistency Findings, to approve an ordinance amending the General Plan that would 1) amend Map 4 of the Urban Design Element ("Urban Design Guidelines for Height of Buildings") and Map

5 of the Downtown Area Plan ("Proposed Height and Bulk Districts") establishing the maximum height for Assessor's Parcel Block 0206, Lots 013, 014, and 017 (the "Project Site") consistent with the proposed Project; (2) amend Map 5 of the Urban Design Element ("Urban Design Guidelines for Bulk of Buildings") and Map 5 of the Downtown Area Plan ("Proposed Height and Bulk Districts") providing for bulk controls for the Project Site through a proposed special use district ("SUD"); and (3) amend Map 1 of the Downtown Area Plan ("Downtown Land Use and Density Plan") providing for density controls for the Project Site through the proposed SUD;

6. Recommendation to the Board of Supervisors to approve an ordinance (Board File No. 250697) amending the Planning Code and Zoning Map to establish the 530 Sansome Mixed-Use Tower and Fire Station Special Use District ("SUD"), including a conditional use review and approval process allowing streamlined approval and exceptions from certain Planning Code requirements, conditionally rescind the existing Article 10 landmark designation within the SUD, and amend Special Use District Map SU01 and Height and Bulk District Map HT01, for Assessor's Block 0206, Lots 002, 013, 014 and 017 to reflect the SUD and allow the proposed height of the Tower;

7. Recommendation to the Board of Supervisors to approve an ordinance (Board File No. 250698) approving the Development Agreement for the Project between the City and EQX Jackson Sq Holdco LLC ("Developer");

8. Approval of a conditional use authorization for the Project that, pursuant to the proposed SUD, provides streamlined Project approval and exceptions from certain Planning Code requirements as set forth in the draft Motion attached hereto; and

9. Approval of a Large Cap Office Allocation for the Project and the accompanying return of a previous Small Cap authorization to the City's Small Cap budget.

Project Description

The Project includes demolition of all existing improvements at 530 Sansome Street, 425 Washington Street, 439-445 Washington Street, and 447 Battery Street, and a mixed-use high-rise building up to 41-stories tall occupying the area of 530 Sansome, 425 Washington, and 439-445 Washington (lots 013, 014, and 017) with three below-grade levels (the "Tower") and a new City fire station on 447 Battery Street (lot 002) with one below-grade level (the "New Fire Station"). The Tower would be approximately 544 feet tall (approximately 574 feet including rooftop mechanical equipment) and would include approximately 27,030 square feet of retail uses (approximately café, restaurant, and ballroom/pre-function/meeting space levels 1 through 3), between approximately 372,580 and 417,770 square feet of office space, and a hotel consisting of between approximately 128,010 and 189,130 square feet of hotel space that would accommodate between 100 and 200 guest rooms. The New Fire Station would be approximately 55 feet tall (60 feet including rooftop mechanical equipment) and would include approximately 31,200 square feet of space. The three below-grade levels under the Tower would provide approximately 74 accessory vehicle parking spaces, 81 class 1 bicycle parking spaces, and utility rooms. The one below-grade level under the New Fire Station would provide 18 parking spaces, four class 1 bicycle parking spaces, equipment storage spaces, and utility rooms. There would be two loading spaces on the northeastern portion of the first floor of the Tower (with ingress and egress from Washington Street). The Project would improve the entirety of Merchant

Street between Sansome Street and Battery Street with privately maintained public open space that would be maintained by Developer for the life of the Project (the "Merchant Street Improvements").

Under the Development Agreement and related transaction documents, Developer would provide numerous public benefits, including:

- Within 2.5 years from the start of construction, Developer would complete and deliver the New Fire Station to the City meeting all of the Fire Department's programmatic and design requirements for a state-of-the-art facility;
- The Merchant Street Improvements would be built and maintained by Developer at its sole cost;
- Payment of approximately $1 million into the Downtown Park Fund to support the acquisition and development of public recreation facilities;
- Affordable housing payments to the City totaling nearly $15 million, roughly three times the level seen for the previously approved iteration of the project. A portion of these funds is anticipated to aid in development of 100% affordable senior housing at the nearby 772 Pacific Avenue site in Chinatown. In addition, Developer would pay a significant portion of the funds to the City earlier than would otherwise be required and regardless of whether the Project is built;
- A large-scale investment to the downtown area anticipated to help revitalize the Financial District as it recovers from the Covid-19 pandemic;
- A Workforce Agreement relating to construction and operation of the mixed-use tower; and
- Millions of dollars in various other impact fees.

In conjunction with the Development Agreement, other City agencies retain a role in reviewing and issuing later approvals for the Project (for example, subdivision of the site and the final design of the Merchant Street Improvements), as memorialized in the Development Agreement and other implementing documents. The Development Agreement would waive or modify certain non-Planning Code procedures and requirements under existing Codes in consideration of alternative provisions set forth in the Agreement (for example, provisions related to workforce development in the Administrative Code and nonpotable water systems in the Health Code).

Background

Developer and the City (acting in its proprietary capacity) have previously obtained Commission approval for a development at 425 Washington Street, 439-445 Washington Street and 530 Sansome Street (immediately adjacent to 447 Battery Street). That project (Record No. 2019-017481PRJ) included demolition of all existing buildings (including the existing Fire Station No 13) and construction of a 19-story mixed use building including a new fire station for the City. Developer and City have conferred and acknowledge that development of that project is not feasible due to market conditions and unforeseen design and operational challenges. Further, the San Francisco Fire Department ("SFFD") has determined that there is no City-owned lot suitable for construction of a new fire station within the required service area of San Francisco Fire Station 13 (that is, allowing the currently

entitled project that does not include 447 Battery Street to be developed with the new fire station being constructed somewhere off-site). Accordingly, Developer explored opportunities to revise the previous iteration of the project in a manner that could meet the design, locational, and financial objectives for them and the City. This process resulted in the current proposal.

On December 10, 2024, the Board of Supervisors adopted Resolution No. 629-24, generally endorsing key terms for a development agreement for the Project.

On May 15, 2025, the Commission held an informational hearing on the Project and then adopted Resolution No. 21739 to initiate a General Plan amendment necessary for the Project.

On July 16, 2025, the Historic Preservation Commission will hold a hearing on the proposed Planning Code and Zoning Map amendment ordinance (Board File No. 250697), specifically to make a recommendation to the Board of Supervisors regarding the proposed conditional rescission of the Article 10 landmark status of the existing building at 447 Battery Street. At the July 17, 2025 hearing, Department staff will provide the Commission with a summary of the Historic Preservation Commission's actions at its July 16, 2025 hearing.

Environmental Review

On November 6, 2024, the Department issued a Notice of Preparation of an Environmental Impact Report (EIR) and accepted public comment on the scope of the EIR through December 9, 2024. On January 15, 2024, a draft of the EIR's historic preservation alternatives was presented to the Historic Preservation Commission for comment, which included consideration of alternatives addressing the impacts associated with the proposal to delist and demolish the existing landmark building at 447 Battery Street.

A Draft EIR (DEIR) was published on March 11, 2025 and public comment was accepted through April 28, 2025 (at the request of a Commissioner, the Environmental Review Officer allowed members of the Commission to submit comments on the EIR until one day after its informational hearing on the Project on May 15, 2025). On April 2, 2025, the Historic Preservation Commission held a hearing to comment on the DEIR. On April 17, 2025, the Planning Commission held a hearing to comment on the DEIR.

The Department prepared responses to comments on environmental issues received during the DEIR comment period, prepared revisions to the text of the DEIR in response to comments received or based on additional information that became available during the public review period, and corrected clerical errors in the DEIR. This material was presented in a response to comment document, published on July 2, 2025, distributed to the Commission and all parties who commented on the DEIR, and made available to others upon request at the Department.

Public Comment

As of the date of publication, the Department has received one (1) letter in opposition to the project, generally objecting to the height of the tower, viability of office uses, and potential for different locations. See Exhibit V.

Racial and Social Equity Analysis

Understanding the potential benefits, burdens and the opportunities to advance racial and social equity that the proposed amendments and their enabling of the overall project is part of the Department's Racial and Social Equity Action Plan. This is also consistent with the Mayor's Citywide Strategic Initiatives for equity and accountability, the Planning and Historic Preservation Commissions' 2020 Equity Resolutions, and with the Office of Racial Equity mandates, which requires all Departments to conduct this analysis.

The Planning Code amendments and overall project would assist in reactivation of the downtown area and all the associated benefits to the surrounding economy and businesses that would bring. It would further provide substantial financial assistance to the production of affordable housing, including a 100% affordable senior housing site in nearby Chinatown.

Recommendation

The Department recommends that the Commission adopt the resolutions and motions attached hereto, including certification of the FEIR, ado
ption of required CEQA findings, recommendation of the three proposed ordinances, shadow-related actions under Section 295, and approval of the Conditional Use Authorization and Large Cap office allocation.

Basis for Recommendation

The Department finds that the Project is necessary and desirable and will, on balance, promote the public welfare and, following Board of Supervisors adoption of proposed General Plan amendments to be considered by the Planning Commission on July 17, 2025, will be consistent with the City's General Plan. The Project represents a significant investment in the Downtown area and will provide a much-needed new fire station for the Fire Department, enhancing life-safety public services in the area. The Project will result in significant public benefits (listed above) not otherwise obtainable but for approval of the Development Agreement and the other items before the Commission.

Required Commission Actions

In order for the Project to proceed, the Commission must:

1. Certify the FEIR pursuant to CEQA;
2. Adopt CEQA Findings, including a statement of overriding considerations and the MMRP;
3. Adjust the absolute cumulative shadow limit for Maritime Plaza, Willie "Woo Woo" Wong Playground; Washington Square, and Sue Bierman Park pursuant to Planning Code Section 295;
4. Adopt findings that net new shadowing on Maritime Plaza, Willie "Woo Woo" Wong Playground; Washington Square, and Sue Bierman Park would not be adverse to their use pursuant to Planning Code

Section 295;

5. Recommend Board of Supervisors approval of the General Plan Amendment Ordinance in a resolution making General Plan consistency findings;

6. Recommend Board of Supervisors approval of the Planning Code and Zoning Map Amendment Ordinance (Board File No. 250697);

7. Recommend Board of Supervisors approval of the ordinance approving the Development Agreement (Board File No. 250698);

8. Approve the conditional use authorization for the Project pursuant to the Planning Code and Zoning Map Amendment Ordinance;

9. Approve a Large Cap Office Allocation

ATTACHMENTS:

CEQA Materials

Exhibit A: Draft Motion Certifying the FEIR
Exhibit B: Draft Motion Adopting CEQA Findings
Exhibit C: MMRP

General Plan Amendments

Exhibit D: Draft Resolution Recommending Approval of General Plan Amendments
Exhibit E: Draft General Plan Amendment Ordinance
Exhibit F: General Plan Maps with proposed changes annotated

Planning Code Text and Map Amendments

Exhibit G: Draft Resolution Recommending Approval of Planning Code Text and Map Amendments
Exhibit H: Draft Ordinance in Board File No. 250697

Development Agreement

Exhibit I: Draft Resolution Recommending Approval of Ordinance Approving Development Agreement
Exhibit J: Draft Ordinance in Board File No. 250698
Exhibit K: Draft Development Agreement in Board File No. 250698, including exhibits

Conditional Use Authorization

Exhibit L: Draft Conditional Use Authorization Motion
Exhibit M: Plan Set

Shadow Analysis

Exhibit N: Draft Resolution to Raise the Cumulative Shadow Limit for Washington Square, Willie "Woo Woo" Wong Playground, and Maritime Plaza and set the Absolute Cumulative Shadow Limit for Sue Bierman Park
Exhibit O: Draft Shadow Analysis Motion
Exhibit P: Shadow Study

Office Allocation

Exhibit Q: Draft Large Cap Office Development Authorization Motion

Other

Exhibit R Maps and Context Photos
Exhibit S Land Use Table
Exhibit T Project Sponsor Brief
Exhibit U First Source Hiring Affidavit
Exhibit V Public Comment Letters as of Date of Publication