



MAYORAL ADVISORY: MOBILE GROCERY RETAILERS

Updated February 12, 2018

EXECUTIVE SUMMARY

Grocery stores serve as the lifeline of food access to families and individuals, yet nearly half of all low-to moderate-income (LMI) neighborhoods in Denver lack convenient access to grocery stores.^{1,2} Motivated by the growing evidence demonstrating that food access is critical to improving health outcomes, the City and County of Denver has been working to improve healthy food access. Despite the establishment of programs like Denver FRESH (Food Retail Expansion to Support Health) aimed at expanding grocery stores in underserved neighborhoods and the Healthy Corner Store Initiative aimed at building capacity among corner store owners to expand their healthy and fresh food inventory, the problem of convenient access to healthy, fresh food in LMI neighborhoods persists. Mobile grocery retailers provide an innovative and expansive solution to increasing food access in underserved neighborhoods while supporting economic growth in Denver's food system.

As the name suggests, mobile grocery retailers travel via readily movable carts or vehicles, and between neighborhoods providing grocery items for sale, including such items as fresh produce, dairy, dried legumes, eggs, and packaged meat. By bringing groceries into neighborhoods, individual access to healthy food is increased while reliance on mobility and transportation is decreased, thereby providing a mechanism to support not only Denver's Food Vision and Mobility Action Plan, but also Denver Department of Public Health and Environment's (DDPHE) Community Health Improvement Plan.^{3,4,5}

While Denver's existing regulatory infrastructure could support mobile grocery retailers, this specific type of food business is not defined in the City's current licensing and permitting structure. This is in part due to a lack of clarity by the City's regulatory agencies regarding which licenses or permits apply to mobile grocery retailers as opposed to other mobile food retail, such as food trucks. The Sustainable Food Policy Council (SFPC), appointed to advise the Mayor on food system matters, therefore recommends that the Mayor direct Denver's regulatory agencies including DDPHE, Excise and License (EXL), and the Denver Fire Department (DFD) to either update/streamline existing licenses and permits to be inclusive of mobile grocery retailers or to develop new licenses and/or permits specific to mobile grocery retailers.

BACKGROUND

“Food environments”—the physical presence of food, proximity to food store locations, distribution of food stores, and access to food—greatly impact health outcomes.⁶ Research shows that individuals who live and work in environments with higher access to healthy food and beverages tend to have healthier diets and lower risk of negative health outcomes including obesity and chronic diseases like diabetes, stroke, heart disease, and high blood pressure. Not all neighborhoods in Denver have adequate access to grocery stores, farmers’ markets, and other food providers that carry healthful whole foods. Families and individuals who live in neighborhoods with low or limited access to healthful foods are required to either travel long distances to grocery stores and/or rely on gas stations and convenience stores as sources of food, the most convenient retail choices are often limited to prepackaged processed food and very little fresh produce. Limited access to healthful food options and easy access to unhealthful food items impedes individuals’ ability to lead healthy lifestyles and negatively impacts their health and quality of life. According to the Sustainable Cities Institute, individuals with limited access to healthful food options have a 20 percent higher prevalence of obesity and 23 percent higher prevalence of diabetes than counterparts living in closer proximity to supermarkets and produce vendors.⁷

Research indicates that a lack of access to healthy, fresh food disproportionately affects low-income households and people of color. According to the Denver Food System Baseline Report published in 2016, 49 percent of LMI Denver neighborhoods lack convenient access to grocery stores.⁸ The issue of healthy food access is being raised with increased frequency during community and industry meetings regarding public health, economic development, and small business vitality. The City has worked with local farmers, produce distributors and food retail establishments to expand and promote healthy and fresh food access through programs like the Denver Healthy Corner Store Initiative. However, there is growing interest in and excitement about a new approach: mobile food retailers who would increase residents’ access to healthful whole foods by serving a broader geographic area via a transportable marketplace.

PROPOSED POLICY CHANGES

After extensive research and meeting with Denver regulatory agencies and potential mobile grocery retail operators, the SFPC believes the City has an existing regulatory infrastructure to support mobile grocery retailers. The SFPC recommends that the agencies which regulate mobile food retailers, mainly DDPHE, EXL, DFD, should clarify and strengthen the mobile food program/language to be inclusive of mobile grocery retailers. Doing so will not only boost economic development through supporting new operators, but also address limited healthy food access experienced in many Denver neighborhoods.

First, because the regulatory process for mobile grocery retailers has been unclear to both City regulatory agencies and potential operators, the SFPC urges the Mayor to ask that a working group be formed amongst the City’s regulatory agencies to include representatives from those who oversee food safety, licensing and permits, and safety inspections of mobile operators.

This working group should either clarify existing licensing and regulations to be inclusive of mobile grocery retailers or determine if a new category of mobile food retailers should be created. The SFPC understands that DDPHE, EXL, and DFD initiated communication on this issue after potential mobile grocery retailers approached them seeking clarification on licensure. As such, a solution needs to be determined soon and the aforementioned agencies should be at the helm of this process.

If these agencies collectively determine that mobile grocery retailers should work within the existing licensing and regulatory infrastructure for mobile food retailers, the SFPC recommends that applications for the necessary licenses be updated to be more inclusive of the growing diversity of operators within this space and to reflect the needs of these specific businesses types. For example, the SFPC identified the existing Retail Food Mobile License as being most suitable for mobile grocery retailers within the existing licensure infrastructure; however, the application for obtaining this license is crafted strictly toward food trucks and food carts, which generally specialize in selling hot, prepared food. The SFPC therefore recommends certain provisions of the Retail Food Mobile License regarding prepared foods be waived for mobile grocery retailers who do not prepare food in the mobile units, as applicable. Although PHI has been known to allow such exemptions on the Retail Food Mobile License application when they do not apply, this is not made explicit on the application form. The SFPC identifies this lack of clarity as a major barrier to mobile grocery retailers entering the marketplace under the existing licensing and regulatory infrastructure, creating confusion for the applicant regarding the appropriate license to pursue. An update of the application forms would be necessary should the agencies determine that this avenue is the best path forward to provide a regulatory mechanism for mobile grocery retailers.⁹

Additionally, regardless of the direction the working group takes for regulating mobile grocery retailers, the SFPC recommends that operators be granted permission to operate in residential zones of neighborhoods where 60 percent or more households are classified as LMI, as determined by the U.S. Department of Housing and Urban Development (HUD) Income Limits and American Community Survey (ACS) data. Also, the SFPC recommends that licensing and permitting fees be reduced or waived for mobile grocery retailers operating at least one stop in these neighborhoods.¹⁰ Waiving or reducing the application fee and annual license fee, which is \$200 and \$125, respectively, for food trucks and food carts under the Retail Food Mobile License, would incentivize mobile grocery retailers to operate in areas that lack grocery stores and benefit the City by lowering barriers to individuals and families having direct access to healthful, affordable foods in their community.

Finally, the SFPC recommends that appropriate regulatory processes for mobile grocery retailers be included in a guide available to the public; and, designated agency and/or staff contact information be made available should potential operators have questions or concerns. The City has guides for other types of businesses including food trucks, food kiosks, and food peddlers. In an effort to increase regulatory clarity in the mobile food retail space, there should be a living document that provides information about what licenses and permits are required to legally operate as a mobile grocery retailer in Denver.

A blueprint of the above recommendations can be found in Appendix A.

ALIGNMENT WITH MAYORAL AND CITY GOALS

The SFPC identifies the following existing City-led initiatives and programs, among others, that could benefit from the aforementioned recommendations for regulatory oversight to mobile grocery retailers: The Denver Food Vision, Mobility Action Plan, and DDPHE's Healthy Eating and Active Living (HEAL) initiative.

The Denver Food Vision is intended to “make Denver more inclusive, healthy, vibrant, and resilient for future generations,” according to Mayor Michael B. Hancock, and identifies several Winnable Goals and Priorities including decreased food insecurity and increased healthy produce consumption.¹¹ The Denver Food Vision specifically identifies mobile food retail models and streamlined permitting processes as priority strategies for improving access to healthy foods. Bringing fresh food to people via mobile grocery retail would allow the Denver to make strides in achieving the Denver Food Vision's Winnable Goals by:

- reducing the number of food insecure households by 55 percent,
- increasing the proportion of youth and adults eating at least one serving of fruit and vegetables per day to 75 percent,
- creating and expanding innovative food businesses, and
- Developing community-driven, complete food environments.

Alignment with the four pillars of the Denver Food Vision (Inclusive, Healthy, Vibrant, and Resilient) is described in further detail in Appendix B.

Denver's Mobility Action Plan has been set in motion to reduce congestion on the roads, provide residents with more transportation options, reduce greenhouse gas emissions, increase health and safety, and create more accessibility.¹² The mobile grocery retail model approaches the issue of mobility from the other side by bringing the grocery store to the customer. By reducing trips to the grocery store, cars are taken off the road, greenhouse gas emissions are decreased, and accessibility is increased. Mobile grocery retailers are equipped to meet consumers in their space: in residential neighborhoods, along RTD lines, in parks, and at recreation centers. The development of a holistic transportation infrastructure that accommodates commuters in fulfilling their daily needs along existing transportation routes is a modern solution for the City's rapidly growing population and coincides with the Mobility Action Plan's efforts to reduce the need for individual car ownership.

Support for mobile grocery retailers is congruent with the DDPHE Healthy Eating and Active Living (HEAL) focus on increasing healthy food and beverage environments as a way to increase healthy eating and reduce childhood obesity.¹³ The Healthy Corner Store Initiative, though nearing the end of the program term, continues to work toward achieving increased

access to nutritious food and beverage in LMI neighborhoods through the building relationships with store owners and supporting them to make healthy changes in food and beverage offerings. Mobile grocery retailers will continue fulfilling this program's strategic goal of increasing convenient healthy food and beverage options in LMI neighborhoods.

IMPACT ANALYSIS

The City faces challenges to increasing access to healthy food for the 49 percent of LMI neighborhoods that lack convenient access to grocery stores. These neighborhoods contain more than 200,000 residents. It is estimated that the cost to increase healthy food access to all LMI residents could be as high as \$100 million. The City has already made significant investments into this solution, having spent \$5 million over the last decade on healthy food access. These funds have been distributed to various community organizations and businesses through a contract process that measures the outcomes of each investment. On average, the City has invested approximately \$39.34 per person for whom access to healthy food has increased through those contracts, representing a fair price for the significant health and economic impacts. If even more cost-effective methods of increasing access are available, they should be explored.

Consider the existing costs of the license and permit required for prospective mobile food vendors to operate: the Retail Food Mobile License and the Vending Right of Way permit, \$200 per year, and \$336 per location per year, respectively. According to the financial projections of a prospective mobile grocer, to break even the grocer must make approximately 15 stops per week, reaching a total of about 700 individuals per week. Not including application fees, the retailer would need to pay \$5,060 per year in licensing alone. Compared to the baseline \$39.34 per person investment for increased healthy food access to Denver residents, the cost of the license and permit per person would be \$7.23 (assuming the same 700 patrons every week and no new customers for the full year). In reality, the mobile grocery retailer would reach up to 35,000 individuals over the course of the year, as word of the new service spread across each neighborhood, further bringing down this cost. If each of the 35,000 customers were unique, the per-person cost would be about \$0.14.

This simple analysis shows that mobile retail is a cost-effective method for increasing access to healthy food for the thousands who currently lack access in Denver. The \$5,060 cost in license and permit fees represents significant investment for a new business with slim profit margins, but not when compared to the city's \$1.4 billion per year general fund. Waiving these fees for mobile food retailers who focus on neighborhoods lacking access to healthy food is an effective and efficient way to uphold the goals the City has set out in the Denver Food Vision. The investment on the part of the City is comprised of foregone revenue, not cash; no new fees or taxes would be required.

Finally, by investing in new local businesses, the City is improving the local economy. Studies have shown that money spent at a local business increases the economic multiplier, or the external increase in economic activity because of a purchase.¹⁴ Mobile grocery retailers are

local companies, who hire locally and purchase local professional services, and therefore provide additional economic benefit to the City of Denver.

CASE STUDY ANALYSIS

There are many examples of the mobile grocery retailer model in communities across the United States, and these communities generally represent either the most progressive (e.g. Portland, OR, Austin, TX) or the most food insecure (e.g. Guilford County, SC, Atlanta, GA, Chicago, IL, Phoenix, AZ) communities.¹⁵ Much of the country is still unfamiliar with mobile grocery retailers, giving the City and County of Denver an opportunity to take the lead on developing best practices for a novel approach while benefiting from the experiences and lessons learned by the handful of cities that have already implemented the concept.

Though commonalities can be identified across many of the existing case studies, each one has been tailored to the local social, cultural, and political environment. The value in examining these case studies lies in uncovering lessons learned by years' worth of trial and error made at differing sites across the country. This section provides a brief comparison of cases most relevant to Denver which identify opportunities and insight from mobile grocery retailers in action. Detailed case studies can be found in Appendix E.

Mobile grocery retail initiatives across the country often involve a public-private partnership or an integration of social enterprises, and several initiatives partner with local universities and farms to source fresh produce. Public and private partners of these projects have provided funds to retrofit buses with shelving and commercial retail equipment, and have also frequently provided a venue for sales, for example by granting use of land along bus lines, in parks, and adjacent to government buildings that provide social services. The idea is to locate grocery retailers along routes that are frequently traveled by the target population, to facilitate easy access to fresh produce. Several of these initiatives are licensed to operate in residential zones, which is identified as an important feature by program administrators since a major target customer demographic are those with limited mobility. It is common that mobile markets must follow time restrictions and regulations regarding operating a certain distance from other food retail establishments.

In cases where the mobile grocery retailer has been dependent on federal or local funding to support or extensively subsidize the project, there is a negative trend in success rates. Chicago and Guilford County are both examples of mobile grocery projects that were originally established through public funds and are now either on hold or in transition to establish viable long-term business strategies.¹⁶ This indicates that rather than financially enabling these programs exclusively through grants, a more strategic long-term approach lies in setting the stage for entrepreneurs to be successful in this space. Inherent in this strategy lies the necessity that mobile grocery retailers be able to sell high-value and value-added products, in addition to fresh, whole produce. These retailers must be seen to occupy the same market space as traditional grocery retailers, inclusive of their profit strategy and financial bottom line.

Grocery stores consider fresh produce “a wash,” something which is not expected to yield profit but rather provide a draw to consumers. Mobile markets that offer diverse products, such as those in Boston, Atlanta, and Minneapolis-St. Paul, are reportedly self-sustaining, breaking even, or otherwise achieving their financial goals. Conversely, markets that sell only whole, uncut produce, as in Chicago and Guilford County, are generally struggling to secure funding from year-to-year or have otherwise gone out of business due to financial strain. This real-world experience demonstrates that it is imperative to allow mobile grocery retailers to operate under the same business strategy as traditional grocery stores by designing regulations that enable them to offer diversified products.

Many mobile grocery retailers identify that through their authorization to accept SNAP and participation in programs like Double Up Food Bucks, which allows SNAP beneficiaries to double their buying power to purchase fresh produce, they can positively impact the low-income communities where they focus their work by increasing buying power of those individuals who use government assistance. Other strategies such as educational programs, cooking demonstrations, samples, and games can also be utilized to attract interest in mobile markets while concurrently promoting messages about healthy eating.

STAKEHOLDER ENGAGEMENT

The SFPC spoke with a myriad of stakeholders to better understand mobile grocery retailers, how Denver regulates mobile food retailers, and potential impacts of a more diverse food retail space. Fortunately for the SFPC, the City had already engaged Denver residents regarding preferences in the food retail space. In the development of the Denver Food Vision and DDPHE’s Mobile Produce Market Pilot Program, residents were interviewed, surveyed, and engaged in discussions surrounding food retail. In both cases, residents supported diversifying food retail to include mobile grocery retailers. In a survey conducted for the Pilot, residents of Lincoln Park, Montbello, and Sun Valley neighborhoods, all of which lack convenient access to grocery stores and are considered LMI neighborhoods, 57 percent of those interviewed said they either sometimes, often, or always have trouble getting fresh produce in their neighborhood.¹⁷ Further, more than half of respondents said that if fresh produce were available within walking distance, potentially through a mobile food retailer, they would buy it using their SNAP benefits.¹⁸ Respondents also overwhelmingly indicated they’d purchase fruit (93 percent), vegetables (86 percent), grains (57 percent), and protein like eggs and beans (51 percent) from a mobile market, a clear indication that residents would support increased access to grocery-like mobile retailers.¹⁹

After reviewing the food system priorities of the City and residents, the SFPC first reached out to municipalities across the United States who were expanding healthy food access by way of mobile food retail. The SFPC learned about mobile grocery stores and produce carts in terms of how they were being regulated and incentivized, and their business viability and impact on residents. Following these discussions with these municipalities, the SFPC met with and

learned about Denver's regulatory agencies tasked with regulatory oversight of mobile food retail.

The SFPC studied DDPHE's Mobile Produce Market Pilot Program and conducted a deep analysis of Denver's regulatory infrastructure. After meeting with DDPHE and discussing the Pilot, the SFPC met with two operators who were maneuvering their way through the City process to operate a "light" version of a mobile grocery retailer. These conversations led to a better understanding of the regulatory barriers and opportunities for operating this type of business in Denver. They also illuminated the lack of clarity with the current licensing process. What emerged from these conversations was a clear need to update the mobile food retail regulations and application form to better reflect the growing diversity of operators in the mobile grocery retail space.

Finally, the SFPC shared its findings with key proponents and nonprofit organizations working on food security and healthy food access. The SFPC solicited feedback regarding what the impact might look like in Denver, given the lessons learned from case studies in other parts of the country. Given the challenges surrounding healthy food access and health outcomes faced by Denver residents, which in large part are related to diet and lifestyle, both the SFPC and stakeholders engaged were overwhelmingly enthusiastic about the aforementioned recommendations to the Mayor.

For an extended list of stakeholders engaged by the SFPC throughout this process, refer to Appendix F.

REFERENCES

- ¹ Angelo, B., and Goldstein, B. (2016). *Denver's Food System: A Baseline Indicator Report*. City of Denver, Office of Economic Development, Denver. Retrieved from: https://www.denvergov.org/content/dam/denvergov/Portals/690/Healthy%20Food/COD_2016_Food_Baseline.pdf
- ² Factors including mileage to a store, transportation logistics, and affordability delineate convenient food access.
- ³ City and County of Denver. (2016). Denver Food Vision. Retrieved from: https://www.denvergov.org/content/dam/denvergov/Portals/771/documents/CH/Final_FoodVision_2017.pdf
- ⁴ City and County of Denver. (2017). Denver's Mobility Action Plan. Retrieved from: https://www.denvergov.org/content/dam/denvergov/Portals/728/documents/Denver's%20Mobility%20Action%20Plan_7.7.pdf
- ⁵ Denver Department of Public Health and the Environment. (2014). Be Healthy Denver: Denver's Community Health Improvement Plan, 2013-2018. Retrieved from: <https://www.denvergov.org/content/dam/denvergov/Portals/746/documents/CHIP%20Full%20Report%20FINAL.pdf>
- ⁶ Definition of food environments from Centers for Disease Control and Prevention. Retrieved from: <https://www.cdc.gov/healthyplaces/healthtopics/healthyfood/general.htm>
- ⁷ Sustainable Cities Institute. (2014). Bringing nutritious, affordable food to underserved communities. Retrieved from <http://www.sustainablecitiesinstitute.org>
- ⁸ Angelo, B., and Goldstein, B. (2016). *Denver's Food System: A Baseline Indicator Report*. City of Denver, Office of Economic Development, Denver. Retrieved from: https://www.denvergov.org/content/dam/denvergov/Portals/690/Healthy%20Food/COD_2016_Food_Baseline.pdf
- ⁹ The application for retail food mobile license and barriers to mobile grocers is found in Appendix C.
- ¹⁰ The complete list of Denver neighborhoods' LMI levels provided in Appendix D.
- ¹¹ City and County of Denver. (2016). Denver Food Vision. Retrieved from: https://www.denvergov.org/content/dam/denvergov/Portals/771/documents/CH/Final_FoodVision_2017.pdf
- ¹² City and County of Denver. (2017). Denver's Mobility Action Plan. Retrieved from: https://www.denvergov.org/content/dam/denvergov/Portals/728/documents/Denver's%20Mobility%20Action%20Plan_7.7.pdf
- ¹³ Denver Department of Public Health and Environment. (2014). Be Healthy Denver: Denver's Community Health Improvement Plan, 2013-2018. Retrieved from: <https://www.denvergov.org/content/dam/denvergov/Portals/746/documents/CHIP%20Full%20Report%20FINAL.pdf>
- ¹⁴ American Independent Business Alliance. (2015). The Multiplier Effect of Local Independent Businesses. Retrieved from: <http://lamontanita.coop/wp-content/uploads/2015/04/2015-08-18-Board-Study-Reading-Amiba-the-Multiplier-effect-of-local-independent-businesses.pdf>
- ¹⁵ Feeding America. (2017). Map the Meal Gap. Retrieved from: <http://www.feedingamerica.org/research/map-the-meal-gap/2015/2015-mapthemealgap-exec-summary.pdf>
- ¹⁶ Chicago Tribune. (2013). Produce buses stall as funding runs dry. Retrieved from: http://articles.chicagotribune.com/2013-10-16/news/ct-met-chicago-food-deserts-1016-20131016_1_fresh-moves-four-more-buses-food-desert-action
- ¹⁷ Denver Department of Public Health and Environment. (2018). *Mobile Produce Markets Survey Findings*.
- ¹⁸ *ibid.*
- ¹⁹ *ibid.*

APPENDIX

Appendix A. Blueprint for Recommendations

1. **Retail Food Mobile License:** This license already exists and is most commonly used for food trucks. The license is inclusive of both motorized and non-motorized modes of transportation. It appears that a mobile grocery retailer is allowed to open and operate under this license; however, the process of obtaining it can be challenging due to the fact that multiple agencies are involved and the process can vary depending on the types of food handling that occur. In addition to the challenges of obtaining the license, the retail food mobile license application also requires a significant amount of information that is not relevant for a mobile grocer.
 - **Policy solution:** Create a working group of regulatory agencies to determine if mobile grocery retailers should operate under the existing regulatory landscape or if a new license should be created. This working group should also develop a guide for mobile grocery retail entrepreneurs seeking licensure and include contact information should assistance be required while navigating the licensing process.
 - i. Pros: Provides more efficiency, oversight, and infrastructure to potential mobile grocery industry.
 - **Policy solution:** Offer mobile grocery retailers either reduced or fully waived fees.
 - i. Pros: Reduces administrative cost for mobile grocery retailers; encourages business development in this space; supports city initiatives aimed at increasing healthy food access.
 - ii. Cons: License fees are relatively small so the actual impact may be minimal; additionally, current Excise and Licenses fee schedule has no capacity to waive fees; waiving fees reduces municipal revenue.
2. **Zoning use permits:** Zoning permits related to right-of-way are required for motorized and non-motorized businesses on certain property types and streets. Denver Parks and Recreation (DPR) and the Regional Transportation District (RTD) specifically require permits but have expressed interest in supporting mobile markets. As part of the permit application process, both DPR and RTD require detailed information regarding the mobile grocery retail operation. Currently, to be approved by RTD, an operator is required to have a minimum amount of liability insurance coverage, which may need to be added to the operator's current business liability policy and most likely increases the cost of the overall policy. RTD does not currently allow mobile grocery retailers using busses to park near light rail or bus stops. A letter of support is also required from RTD and DPR to apply for a business license, which can take time and extends the application process,
 - **Policy solution:** Mobile grocery retailers are granted permission to operate in residential zones of neighborhoods classified as food deserts or food swamps.
 - i. Pros: Allows mobile grocery retailers to reach individuals and families directly in their community.

Appendix B. Alignment with Denver Food Vision Pillars

The Denver Food Vision aligns and inspires individual, community, business, and government efforts to improve Denver's food system along four main pillars: Inclusive, Healthy, Vibrant, and Resilient. Mobile grocery retailers compliment three out of the four pillars. By supporting the establishment of mobile grocery retailers, Denver's food system will make become more Inclusive, Healthy, and Vibrant in the following ways.

The Inclusive pillar is defined by investing in the infrastructure to build complete neighborhood food environments and expand community food production and sharing. Mobile grocery retailers invest in community-driven complete food environments by bringing healthful food to underserved communities.

The Healthy pillar is defined as improving access to a wide variety of healthy food retail options, ensuring that healthy food is affordable for everyone, promoting healthy food environments, and education for youth. Mobile grocery retailers will bring fresh healthy fruits and vegetables to food deserts around the Denver area where there has historically been very low penetration by any fresh and healthful foods. The education aspect will be paramount in teaching these communities the benefits, cooking methods, and deliciousness of these foods they may have had little experience with. Marketing efforts will connect with the community, get them to the markets, get them connected with the source (when available a local source), and get them coming back time and again.

The Vibrant pillar is defined as supporting the creation, expansion, and success of food businesses in Denver, and spurring innovation and entrepreneurship across food and agricultural industries. Mobile grocery retailers already aid the associated government offices with defining their processes and guidelines for new industries. There are at least three businesses in Denver seeking to work in the mobile grocery retail space, each with a slightly different business model but each looking to bring fresh food into new areas.

Appendix C. Application for Retail Food Mobile License



DENVER
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Mobile Retail Food Establishment Plan Review Application

Complete steps 1-5 in the instructions below. Ensure all aspects of this document accurately reflect the physical properties of the mobile retail food establishment. Any inaccuracies or falsification during the licensing process may result in a rejected application. **INCOMPLETE APPLICATIONS WILL NOT BE PROCESSED**

For complete requirements and regulations regarding mobile retail food establishments, call 720-913-1311 or refer to each regulatory agency's website:

- **Excise and Licenses:** www.denvergov.org/businesslicensing
- **Department of Public Health and Environment:** www.denvergov.org/healthinspections
- **Fire Department:** www.denvergov.org/fire
- **Community Planning and Development/Zoning Department:** www.denvergov.org/zoning
- **Department of Public Works:** www.denvergov.org/publicworks

Instructions

1. The following shall be gathered BEFORE submitting the application for review to Excise and Licenses:

- Government issued ID (driver's license, passport, military id, etc.)
- Affidavit of lawful presence (Appendix B)
- Fees: \$200-application fee (non-refundable) and \$125-business license fee
- Mobile retail food establishment plan review application (pages 2-12, including appendices A and B)
 - Please reference Appendix C for questions with an asterisk (*)
- Printed, clear, color pictures of the following (blurry, dark or pixelated pictures will not be accepted):
 - Food grade/drinking water hose
 - Clean water and wastewater tanks
 - Exterior of the unit: each side (including license plates) propane lines and propane tanks
 - Interior of the unit: sink(s), hood system, all equipment, propane lines, breaker box and fire extinguishers
- Manufacturer specifications (spec sheets) for all appliances including cooking equipment and refrigeration
 - NOTE:** All equipment must be rated for use with propane. Natural gas appliances are not allowed
- If applicable, two (2) complete sets of pre-engineered automatic extinguishing system shop drawings

In many cases these are not applicable to mobile grocers since they are not preparing food

2. Bring all items from the above section 1 to the Department of Excise and Licenses:

Department of Excise and Licenses
201 W Colfax Ave., Suite 206
Denver, CO 80202

3. After submitting your plans to Excise and License, the following will take place:

- Excise and Licenses will issue you a business file number (BFN)/record number
 - Do not lose this number; it is your tracking number for the licensing process
- Excise and License will distribute your plan review to applicable agencies for review
- Once the mobile retail food establishment plan review has been approved by all applicable agencies, the responsible party (mobile operator) will be contacted to schedule a physical inspection of the unit.
 - NOTE:** Public Health and Environment and the Fire Department will simultaneously inspect the mobile unit.
- Once unit has been approved by Public Health and Environment and the Fire Department during the physical inspection, a license will be issued for the mobile unit by Excise and Licenses at the physical inspection.
 - NOTE:** Separate operational permit for propane must be obtained from Fire Department

4. If operating on private property, a zoning permit will need to be obtained from the Zoning Department.



Warning: Operating without a retail food license may result in a court summons

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Mobile Retail Food Establishment Plan Review Application

DENVER
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SECTION 1: Oath of Applicant

I declare under penalty of perjury in the second degree that this application and all attachments are true, correct, and complete to the best of my knowledge. I further acknowledge that it is my responsibility and the responsibility of my agents and employees to comply with the provisions of the Denver Revised Municipal Code and all Rules and Regulations which govern this Mobile Retail Food Establishment Plan Review Application:

_____	_____	_____	_____
Name (Print)	Authorized Signature	Title	Date

SECTION 2: Basic Information

Mobile Retail Food Trade Name:	
Legal Entity Name (LLC, Corp., Etc.)	
Mailing Address: (include city, state, zip)	
Employer Identification Number (EIN)/ Tax ID #:	
Phone:	Fax:
Email:	
Website/Facebook Page:	
Responsible/Main Contact Name:	% interest owned:
Home Address: (include city, state, zip)	
Email:	Phone:
Partner's Contact Name:	% interest owned:
Home Address: (include city, state, zip)	
Email:	Phone:
Partner's Contact Name:	% interest owned:
Home Address: (include city, state, zip)	
Email:	Phone:
MOBILE FOOD ESTABLISHMENT VEHICLE INFORMATION	
Vehicle Identification Number (VIN):	
Make and Model of Vehicle:	License Plate #:





Mobile Retail Food Establishment Plan Review Application

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SECTION 3: Operational Information**

Operating Location(s): (Check all that apply) Single Location(s) Route Event(s)

How many total hours will you be operating during the longest shift/event? _____

Single Location(s) in Denver (Examples: breweries, privately owned business's parking lots, street corner, etc.):

Operating Address 1:							Zip Code:
Will the mobile unit be engaging in retail sales at a single location longer than 30 minutes? <input type="checkbox"/> Yes <input type="checkbox"/> No							
If yes, location is: <input type="checkbox"/> Privately owned^ <input type="checkbox"/> On a Street^^ <input type="checkbox"/> Other: _____							
Days	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Hours	__to__	__to__	__to__	__to__	__to__	__to__	__to__
Operating Address 2:							Zip Code:
Will the mobile unit be engaging in retail sales at a single location longer than 30 minutes? <input type="checkbox"/> Yes <input type="checkbox"/> No							
If yes, location is: <input type="checkbox"/> Privately owned^ <input type="checkbox"/> On a Street^^ <input type="checkbox"/> Other: _____							
Days	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Hours	__to__	__to__	__to__	__to__	__to__	__to__	__to__
Operating Address 3:							Zip Code:
Will the mobile unit be engaging in retail sales at a single location longer than 30 minutes? <input type="checkbox"/> Yes <input type="checkbox"/> No							
If yes, location is: <input type="checkbox"/> Privately owned^ <input type="checkbox"/> On a Street^^ <input type="checkbox"/> Other: _____							
Days	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Hours	__to__	__to__	__to__	__to__	__to__	__to__	__to__

^If *privately owned*, please review zoning requirements.

^^If *on a street*, please review public works requirements.

Route in Denver (please list the first 3 stops on the mobile unit's route):

Operating Address	Days of Operating	Hours of Operation
<i>Ex: Bob's Plumbing at 40th and Steele</i>	<i>Monday-Friday</i>	<i>10:15-10:30am</i>

Special Event(s) in Denver:

Event Name	Operating Date(s)	Hours of Operation
<i>Ex: Civic Center Eats</i>	<i>Tuesdays (May-Oct)</i>	<i>11am-2pm</i>

****ADVISORY:** Some Denver addresses are unincorporated and are regulated by different health departments and therefore require their license. Verify intended area of operation's address prior to obtaining a Denver license.





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SECTION 4: Unit Information

Name of supplier(s) where food will be purchased: _____

*What type of sanitizing solution are you using for cleaning food contact surfaces?

- Chlorine
- Quaternary Ammonium
- Other: _____

*What strength shall your sanitizing solution measure in parts per million (PPM)? _____ PPM

Are PPM test strips available on the mobile unit to verify sanitizer concentration? Yes No

*What type of thermometer is available for use on the mobile unit? Dial stem Digital

Where will ware washing be taking place? On the mobile unit At the commissary

I understand that water may only be obtained from my commissary: Yes No

How is the mobile food unit clean water tank filled? Food grade/drink water hose Other: _____

If applicable, who is providing the food grade hose? Commissary Self

If applicable, how will food grade hose be stored? Closed container Other: _____

If applicable, where will the food grade hose be stored? Commissary Mobile Unit

Where will wastewater (gray water) be disposed? Commissary Other: _____

If applicable, where will grease/oil be disposed? Commissary Other: _____

How is wastewater drained from wastewater tank(s)? Hose Valve Other: _____

If your truck weighs more than 16,000lbs, do you have your DOT stickers? Yes No

Number of each piece of equipment on mobile unit: (please *indicate the quantity* of each type of equipment)

- ___ Hand washing sink
- ___ Food Preparation Sink
- ___ Three compartment sink
- ___ Steam table
- ___ Mop/Utility sink
- ___ Refrigeration units
- ___ Freezer units
- ___ Hot box
- ___ Flat top
- ___ Grill
- ___ Barbecue
- ___ Smoker
- ___ Fryer
- ___ Other: _____
- ___ Other: _____

Are all of the propane powered appliances rated for propane use? Yes No

*Sink Basin Measurements:

	Length (inches)	Width (inches)	Depth (inches)
Hand Washing Sink			
Three-compartment Sink [^]			
Other: _____			

[^]Please provide the dimensions of **one of the compartments** of the three-compartment sink.

*Water Tank Measurements:

	Water Tank Shape	Length (inches)	Width (inches)	Height (inches)	Total Gallons
Clean Water Tank					
Waste Water Tank					
Other: _____					

How to calculate: <http://www.calculatorsoup.com/calculators/construction/tank.php>

Again, because mobile grocers do not prepare food on-site these sections are not applicable. There should be an opportunity in the application to communicate this and select a "N/A" option



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This section does not clarify whether items like fresh fruit and vegetables are permissible, which mobile grocers carry

SECTION 5: Operational Information

Is the mobile unit only selling pre-packaged items (i.e. hot box truck, ice cream truck, etc.)? Yes No

If yes, are all pre-packaged items store-bought? Yes No

If any items on the mobile unit are prepared prior to being sold or are not bought prepackaged, please indicate where the following tasks will take place (select all that apply):

- Cooking Mobile unit Commissary Not Applicable
- Reheating Mobile unit Commissary Not Applicable
- Cooling Mobile unit Commissary Not Applicable
- Thawing Mobile unit Commissary Not Applicable
- Ice-making (not buying from store) Mobile unit Commissary Not Applicable
- Washing produce Mobile unit Commissary Not Applicable
- Slicing Mobile unit Commissary Not Applicable
- Cutting/Dicing Mobile unit Commissary Not Applicable
- Freezing Mobile unit Commissary Not Applicable
- Other: _____ Mobile unit Commissary Not Applicable
- Other: _____ Mobile unit Commissary Not Applicable

Where will the following storage be taking place (select all that apply):

- Cold storage Mobile unit Commissary Not Applicable
- Dry storage Mobile unit Commissary Not Applicable
- Freezer storage Mobile unit Commissary Not Applicable
- Chemical storage Mobile unit Commissary Not Applicable
- Other: _____ Mobile unit Commissary Not Applicable
- Other: _____ Mobile unit Commissary Not Applicable

I understand that no food can be stored or prepared in my home: Yes No

SECTION 6: Miscellaneous

Is the trade name of the business on the exterior of the mobile unit? Yes No

Is there a phone number to contact the business on the exterior of the unit? Yes No

Where are the nearest restrooms to the intended area of operation that will be utilized by employees?

Name (of business):	
Address:	Zip
Name (of business):	
Address:	Zip





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SECTION 8: Fire Extinguishing Equipment

- Do you use propane or a generator on the mobile unit? Yes No Not Applicable
- *If using a propane or generator, do you have a 2A 10BC fire extinguisher? Yes No Not Applicable
- If yes, was the extinguisher inspected by a licensed inspector? Yes No Not Applicable
- *If yes, is the extinguisher mounted and secured in the proper bracket? Yes No Not Applicable
- *Do you have equipment that produces grease-laden vapors or smoke? Yes No Not Applicable
- *If producing grease or smoke, do you have a Class K fire extinguisher? Yes No Not Applicable
- If yes, was the extinguisher inspected by a licensed installer? Yes No Not Applicable
- *If yes, is the extinguisher mounted and secured in the proper bracket? Yes No Not Applicable
- *If producing grease or smoke, do you have a commercial grade hood? Yes No Not Applicable
- If yes, does the hood extend over all required equipment? Yes No Not Applicable
- If yes, was the hood system installed by a licensed inspector? Yes No Not Applicable
- If yes, is the hood system caulked with _____?
- *If producing grease or smoke, do you have a fire suppression system? Yes No Not Applicable
- If yes, was the suppression system installed by a licensed installer? Yes No Not Applicable
- *What are the dimensions of your hood?

Width (inches)	Height (inches)	Length (inches)

ADVISORY

All mobile retail food establishments with equipment that produces grease-laden vapors and/or smoke will be required to have a fire suppression system installed and routinely inspected by May 1, 2018. A failure to comply with this will result in the mobile unit not being licensed.

SECTION 9: Hot Water

This section is not applicable for mobile food retailers that do not prepare food on-site, this section should provide a "N/A" option for such retailers

- How is hot water supplied to the unit for handwashing or other activities?
- Hot water heater Passive System/ Heat Exchange Other: _____
- If water heater uses propane, is it vented to the exterior of the unit? Yes No Not Applicable

NOTE: If using a propane powered hot water heater, it must be rated for propane use only.

I understand that I must ALWAYS have hot water measuring 100F at my hand washing sink: Yes No

*Reference Appendix C





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SECTION 10: Power Source

Power Source: (check all that apply)

- Electrical (plug into a building) Propane Generator Other: _____

If applicable, where is generator located? On unit Outside of unit (On ground)

How will the electrical source be grounded? _____

How many amps is the breaker box? _____

Are all breakers labeled for the equipment they feed? Yes No Not Applicable

*Is all electrical wiring contained within a rigid conduit? Yes No Not Applicable

*Are GFI circuits installed? Yes No Not Applicable

ADVISORY

All mobile retail food establishments with propane must obtain a permit from the Denver Fire Department by May 1, 2018.

SECTION 11: Propane

Interior

What type of propane lines are used on the interior of the unit? Hard Flex

If flex lines are being used, what type of flex lines? _____

If flex lines are being used, where are they located? _____

If flex lines are being used, how long are they? _____

If yes, are the flex lines protected from sharp edges? Yes No Not Applicable

Are there shutoff valves on the interior of the unit? Yes No Not Applicable

Exterior

Are propane lines piped on the exterior of the unit? Yes No Not Applicable

What type of propane lines are used on the exterior of the unit? Hard Flex

If flex lines are being used, where are they located? _____

If flex lines are being used, how long are they? _____

How many propane bottles are on the unit? One (1) Two (2) Other _____

How much does each bottle weigh? 20lbs 40lbs Other _____

How many total pounds of propane are on the unit? _____

How are propane bottles securely mounted?

- Cage Bracket Other: _____

*What type of regulator do you have? Single Stage Dual Stage

Is the propane regulator securely attached to the vehicle? Yes No Not Applicable

Does the regulator have adequate space for venting? Yes No Not Applicable

How many appliances on the unit use propane? One (1) Two (2) Other _____

If propane is not visible, is there a sticker indicating propane? Yes No Not Applicable

*Reference Appendix C





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SECTION 12: Floor Plan Drawing (if available from manufacturer, please attach plans instead)

The following items shall be indicated on the floor plan drawing:

- Location and common name of all equipment
- Food storage locations [including coolers and self-service locations (i.e. salsa, soda, etc.), if applicable]
- Location of clean and gray water tanks
- Location of sinks (including hand washing and three compartment sink, if applicable)
- Location of propane tanks and propane powered equipment (indicate with a **P** on equipment)
- Any outdoor equipment (i.e. barbecue)

NOTE: All floors, walls and ceilings shall be constructed of smooth and easily cleanable materials.

What material is the floor constructed of? _____

What material is the walls constructed of? _____

What material is ceiling constructed of? _____





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For mobile food retailers that sell items that do not need to be stored and/or prepared in a commercial kitchen this section is not applicable, however there is no option to opt out nor is there clarification regarding when this section is required

Mobile Retail Food Establishment Plan Review Application

Appendix A: Affidavit of Commissary

2018 Affidavit of Commissary

Completed by Business Operator

Business' Name: _____ Operator's Name: _____
Operator's Mailing Address: _____
Operator's Telephone Number: _____
Operator's Email: _____

As owner/representative of the above-named business, I offer this affidavit as proof that my food will be prepared in a licensed facility in accordance with the laws governing the designated business type in the City and County of Denver's Food Establishment Rules and Regulations, Chapter 23 of the Denver Revised Municipal Code. I acknowledge that I will submit a new affidavit for approval before I resume selling food if I cease to use the facility listed below as my commissary. I understand that failing to utilize my commissary as required may result in enforcement action.

I affirm that the above information is correct and true by signing below.

Signature of Proposed Business Operator _____ Date _____

Completed by Commissary Operator

Commissary Name: _____ Operator's Name: _____
Commissary Address: _____ Telephone Number: _____
This is a licensed facility and is inspected by the following regulatory agency: _____
Commissary Email Address: _____
Commissary Agreement: Start Date: _____ End Date: _____

Commissary is providing the following items for the above noted business:

- Cold storage
- Dry storage
- Potable water hose
- Cooling equipment
- Food preparation tables
- Clean water
- Ice machine
- Mobile unit storage
- Food preparation sink
- Waste water disposal
- Cooking equipment
- Grease disposal
- Dish washing

As owner/representative of this facility, I confirm that the operator above has permission to utilize my facility as a commissary for their designated business. I read, understand, and affirm my responsibilities as a commissary operator in accordance with the laws governing commissaries in Chapter 12 of the City and County of Denver's Food Establishment Rules and Regulations, Chapter 23 of the Denver Revised Municipal Code. I will notify the City and County of Denver, Department of Environmental Health, Public Health Inspections Division if the vendor ceases to use this facility as required. I understand that failing to adhere to the rules and regulations that govern commissaries may result in enforcement action.

I affirm that the above information is correct and true by signing below.

Signature of Commissary Operator _____ Date _____

Completed by Public Health Inspections Division

Business Type (please only select one): **Renewal or New License:**

Temporary Wholesaler Peddler Caterer Kiosk Renewal New

Mobile Truck Mobile Trailer Mobile Cart Other: _____

Approved Denied Approved with Conditions: _____

Inspector Name: _____ Inspector Signature: _____ Date: _____

EST ID: _____ INS #: _____ INS #: _____ BFN #: _____

Temp Event(s): _____





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Appendix B:

AFFIDAVIT OF LAWFUL PRESENCE IN UNITED STATES

I, _____, swear or affirm under penalty of perjury under the laws of the State of Colorado that (check one):

- | |
|--|
| <ul style="list-style-type: none"><input type="checkbox"/> I am a United States citizen.<input type="checkbox"/> I am not a United States citizen but I am a Permanent Resident of the United States.<input type="checkbox"/> I am not a United States citizen but I am lawfully present in the United States pursuant to Federal law. |
|--|

- I understand that this sworn statement is required by law because I have applied for a “state public benefit”, as that term is defined under section 24-76.5-102(3), C.R.S. (2016).
- I understand that state law requires me to provide proof that I am lawfully present in the United States prior to receipt of this state public benefit.
- I further acknowledge that making a false, fictitious, or fraudulent statement or representation in this sworn affidavit is punishable under the criminal laws of Colorado as perjury in the second degree under section 18-8-503 C.R.S. (2016), and it shall constitute a separate criminal offense each time a public benefit is fraudulently received.
- **I understand that Colorado state law requires me to provide one of the following forms of proof that I am lawfully present in the United States prior to receipt of this benefit:**
 1. A valid Colorado driver's license or a Colorado identification card issued under article 2 of title 42, unless it has been issued under C.R.S. 42-2-501 et seq. and states “Not valid for federal identification, voting, or public benefit purposes;”
 2. An unexpired Out of State Driver’s License or Identification Card, unless the license or card states that it is not valid for federal purposes;
 3. A valid U.S. Passport with a photo, except for “limited” passports, issued for less than five years;
 4. A valid I-551 Resident Alien/Permanent Resident Card verified by SAVE with a photo;
 5. A United States military card or a military dependent's identification card;
 6. A U.S. Coast Guard Merchant Mariner card;
 7. A Tribal Identification Card with intact photo;
 8. Any document in LIST A below with an intact photo; or
 9. Any other document listed in 1 CCR 204-30 Section 2.1.3-2.1.6





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Appendix C: Definitions/Examples

Sanitizing Solution

In Place Sanitizing Solution shall be mixed at proper concentration and ready to be used to wipe down food contact surfaces such as cutting boards and tables during any food handling.

Sanitizing Chemicals

Chlorine (Bleach)



Quaternary Ammonium



Test Strips

Chlorine (Bleach)



Quaternary Ammonium



Sanitizer Concentration*

Chlorine (Bleach): 50-200PPM

Quaternary Ammonium: 150-500ppm

**Sanitizing concentration shall be mixed per manufacturer's instructions. Provided concentrations are an example of the concentration range for each product.*



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Thermometer

Temperature measuring devices shall be capable of reading both hot and cold temperatures and shall have a numerical scale, printed record, or digital readout in increments not greater than 2°F (1°C) that includes the range of (0-220°F), and shall be accurate to +2°F (1°C). Temperature measuring devices shall be capable and used to determine required Food temperature(s).

Digital Thermometers



Dial Stem





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Grease Producing/Smoke laden vapor producing equipment**



Flattop griddle



Fryer



Vertical Broiler



Stove

***These are common examples of grease producing and smoke laden vapor producing equipment and do not include all equipment that requires a hood. If you are unsure whether a hood is required, contact the appropriate department for clarification.*

Note: Ensure that all equipment is propane powered and **not** natural gas powered.

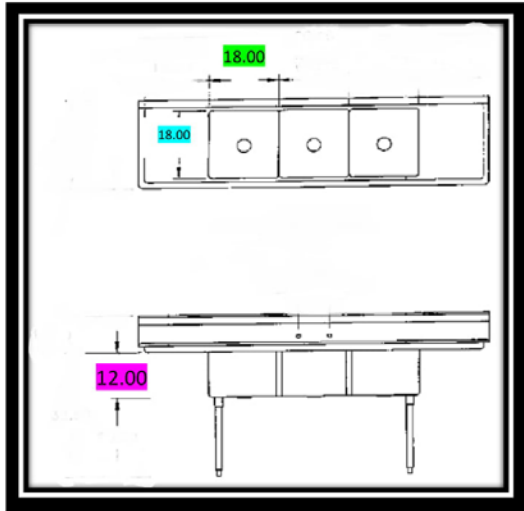


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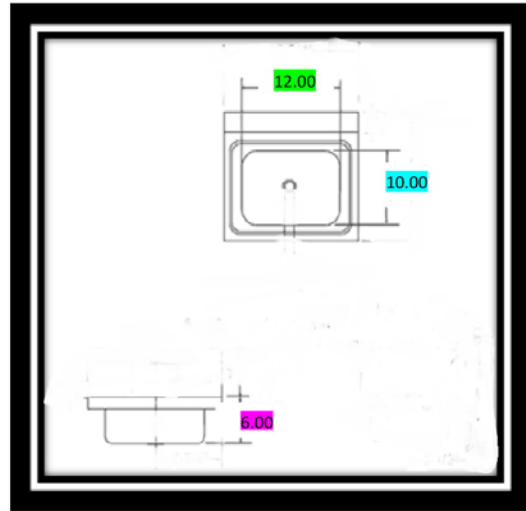
Mobile Retail Food Establishment Plan Review Application

Sink Measurements

Three Compartment Sink



Hand washing sink



How to complete the sink measurements

	Length (inches)	Width (inches)	Depth (inches)
Hand washing Sink	12 inches	10 inches	6 inches
Three Compartment Sink [^]	18 inches	18 inches	12 inches

[^]Please provide the dimensions of **one of the compartments** of the three-compartment sink.

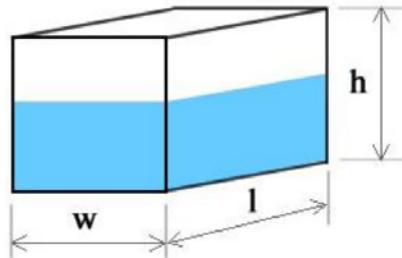


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Water tank measurements:

Standard rectangular tank:



Example water tank calculations for rectangular tank:

	Length (inches)	Width (inches)	Height (inches)	Total Gallons
Clean Water Tank	20 inches	15 inches	13 inches	16.88 gallons
Waste Water Tank	25 inches	20 inches	13 inches	28.14 gallons

How to calculate: <http://www.calculatorsoup.com/calculators/construction/tank.php>*

Water tank math:

$$\text{Length} * \text{Width} * \text{Height} = \text{Gallons}$$

$$231$$

Example:

$$20 * 15 * 13 = 16.88 \text{ Gallons}$$

$$231$$

Waste water tank must be 15% larger than clean water tank

How to verify waste water tank is 15% larger:

$$\text{Clean water tank total gallons} * 1.15 = \text{Required waste water tank}$$

Example:

$$16.88 * 1.15 = 19.41 \text{ gallons required waste water tank} \quad \text{Current tank} = 28.14 \text{ gallons}$$

$$28.14 > 19.41 \text{ therefore, wastewater tank is large enough}$$

***Note:** For other shaped water tanks, please provide manufacturer's dimensions and use link to determine gallon size





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Fire Extinguishers



2A 10BC



Class K



Bracket



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Hood System and Fire Suppression System



Fire Suppression System

Baffling





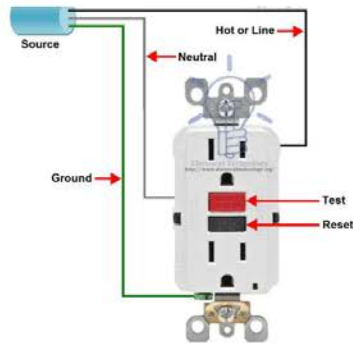
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Power Source:



Rigid Conduit



GFI Circuits



Single regulator



Dual Regulator

Propane Tank Size Limits	
Maximum weight per unit	80lbs
Maximum weight per propane tank	40lbs
Maximum propane tanks per unit	2





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Power Source Continued:



Single Propane Tank



Propane Tanks w/ Dual regulator



Propane Bracket



Propane cages/boxes*

***Note:** The top of the cage must have a solid cover to protect tank valve.



Appendix D. Low- Moderate-Income Households by Neighborhood

The following tables taken from the Urban Institute Research Report “*Denver and the State of Low- and Middle-Income Housing*” published May, 2017. The tables can be found in this original report on pages 76-77 and 103-104.

https://www.urban.org/sites/default/files/publication/90326/2017_05_17_denver_lmi_housing_finializedv4_lowqualityimages.pdf

Table A.5: Very Low-Income and Low- and Middle-Income Households in Denver

Neighborhood	VLI households, 2000 (%)	VLI households, 2011-15 (%)	LMI households, 2000 (%)	LMI households, 2011-15 (%)	VLI and LMI households, 2000 (%)	VLI and LMI households, 2011-15 (%)
Athmar Park	47	44	41	45	88	88
Auraria	75	7	20	63	95	69
Baker	53	41	32	32	85	73
Barnum	50	51	36	45	86	95
Barnum West	46	41	45	47	91	88
Bear Valley	34	31	42	45	76	76
Belcaro	17	9	20	26	37	35
Berkeley	43	31	42	35	84	66
CBD	56	34	21	36	77	70
Capitol Hill	61	48	30	41	91	88
Chaffee Park	53	41	36	41	89	83
Cheesman Park	52	36	31	45	84	81
Cherry Creek	30	26	29	25	59	52
City Park	47	39	37	32	83	71
City Park West	64	50	26	31	90	80
Civic Center	56	34	12	31	68	66
Clayton	63	51	28	37	91	88
Cole	58	54	34	34	92	89
College View-South Platte	49	65	40	30	89	94
Congress Park	45	35	29	33	75	68
Cory-Merrill	27	14	39	41	66	55
Country Club	12	12	26	23	39	34
DIA	100	43	0	42	100	85
East Colfax	60	49	31	40	91	88
Elyria Swansea	55	51	35	42	91	93
Five Points	63	37	27	36	90	73
Fort Logan	31	31	36	39	67	69
Gateway-Green Valley Ranch	19	21	51	54	70	76
Globeville	56	62	35	30	91	93
Goldsmith	51	63	33	27	85	90
Hale	45	35	34	41	79	76
Hampden	39	41	38	40	76	81
Hampden South	31	28	40	42	72	70
Harvey Park	39	40	47	52	86	92
Harvey Park South	35	41	44	35	79	76
Highland	53	31	33	36	86	67
Hilltop	21	16	26	25	47	42
Indian Creek	20	31	50	46	70	78
Jefferson Park	57	49	34	34	91	83
Kennedy	56	60	31	33	87	93
Lincoln Park	61	55	28	31	89	86
Lowry Field	34	25	32	35	66	60
Mar Lee	47	42	41	48	88	89
Marston	24	29	44	50	68	79
Montbello	36	43	45	48	82	91
Montclair	26	24	39	34	65	59
North Capitol Hill	67	40	25	36	92	76
North Park Hill	38	27	38	37	75	63
Northeast Park Hill	57	55	34	34	91	89

Table A.5 continued:

Neighborhood	VLI households, 2000 (%)	VLI households, 2011-15 (%)	LMI households, 2000 (%)	LMI households, 2011-15 (%)	VLI and LMI households, 2000 (%)	VLI and LMI households, 2011-15 (%)
Overland	44	39	44	46	88	86
Platt Park	29	21	44	31	73	51
Regis	39	32	42	44	81	76
Rosedale	36	35	42	41	78	77
Ruby Hill	54	53	35	37	89	90
Skyland	57	36	28	33	85	68
Sloan Lake	47	37	35	28	82	65
South Park Hill	28	17	30	32	57	49
Southmoor Park	26	24	39	50	65	74
Speer	50	38	33	38	84	76
Stapleton		13		25		38
Sun Valley	96	99	4	1	100	100
Sunnyside	54	43	34	37	88	80
Union Station	50	31	17	29	67	60
University	46	46	31	29	77	75
University Hills	30	32	48	39	78	71
University Park	43	42	34	30	76	72
Valverde	59	62	34	35	93	97
Villa Park	55	58	35	35	90	93
Virginia Village	42	40	38	41	79	80
Washington Park	17	15	30	30	47	46
Washington Park West	31	18	35	40	66	58
Washington Virginia Vale	42	49	39	36	81	84
Wellshire	17	17	34	33	50	50
West Colfax	62	65	32	26	94	91
West Highland	42	24	39	32	80	56
Westwood	58	61	34	33	92	93
Whittier	54	37	31	36	85	73
Windsor	51	56	33	35	84	91

Source: Urban Institute tabulations of 2000 Decennial Census and 2011-15 American Community Survey data.

Notes: CBD = Central Business District; DIA = Denver International Airport; LMI = low and middle income; VLI = very low income.

Appendix E. Detailed Case Studies (3)

Arvada, CO

Background: In the summer of 2017, the City of Arvada funded a pilot mobile produce market operator: Ride Provide. Ride Provide originally provided RTD transitional shuttle services to residents in Arvada. Once the RTD line was finished, the organization shifted its focus to food access. With support from the City of Arvada and Live Well Colorado, both financially and through help navigating local regulations, Ride Provide partnered with a fabricator in Florida to build out an electric van/cart to bring fresh produce to local residents, especially those who live in subsidized housing. The electric van recharges at a local church partner of Ride Provide. The van has been running since August 2017. The customer base is very diverse in terms of income base. The

van visits two subsidized housing complexes and also serves young, multi-family and single-family households. Low-income apartment dwellers have really embraced the veggie van. Children have been especially excited about the van. It has also been a way to get to know people and learn about what is happening in the community – people like to converse while making a purchase and learn more about community issues.

Permitting and Licensing: The City of Arvada determined that this operator would be regulated, at least for the time being, under the same rules as ice cream trucks. This means that the operator cannot stay in one location for more than 15 minutes at a time, must operate in residential zones only, and is exempt from health department regulations because they are only selling whole, uncut produce. This designation means that the operator cannot be regulated as a food truck for several reasons, one of which-- and perhaps most importantly to the issue of addressing healthy food access--is that food trucks are not currently allowed to operate in residential areas or public parks.

Sourcing: Produce is purchased from local farms but will likely expand to farms on the Western Slope in 2018. They sell four days a week (Wednesday, Thursday, Friday, Sunday) and have routes that include a restocking option in case some produce runs out or low stock mid-way through their route. Pricing has been an issue based on supply, demand, and availability. Ride Provide compares prices of produce from grocery stores and references USDA weekly pricing guides to determine the price of produce sold on van. This operator is not currently a SNAP-authorized operator, so they try to keep prices as low as possible. We do not currently have data on profitability of this operation. No profit was made on goods sold during the summer pilot.

Mobile Oasis Farmers Market, Greensboro City & Guilford County, NC

Background: In response to ranking among the highest “food hardship” rates in the country, a grant-funded mobile market project was established to increase access to affordable healthy food, through a collaboration between the Guilford County Department of Health and Human Services, the NC Cooperative Extension Service, the City of Greensboro Parks and Recreation, the University of North Carolina at Greensboro, and local development corporations. The Mobile Oasis Farmers Market consists of a non-refrigerated trailer that is attached to a truck, which makes stops at strategically identified locations, including the Department of Social Services, recreation centers, clinics, parks, and formerly at municipal rail lines. Upon arriving on location, a stand is set up where produce grown locally in Guilford County is sold for an allotted time. Taste tests and demos are part of the draw, and SNAP/EBT and Double Up Bucks are accepted as payment. The grants awarded to this project specifically require that produce is sold in low-access areas, and that no margin (profit) is made on goods sold. The Mobile Oasis has effectively reached its target demographic; however, this case demonstrates that the model of selling exclusively whole, uncut produce is difficult to sustain financially in the long term without government support. It is noteworthy that private proprietors who operated in the same sphere have gone out of business.

Permitting and Licensing: Aside from permission to use the space granted by host landowners, no special permits are required of the Mobile Oasis.

Sourcing: The program sells produce grown in Guilford County. Management of the Mobile Oasis program has recently been transitioned out of the Health Department to Guilford College, from which produce is intended to be sourced in order to minimize costs. Funding has been secured to carry the project through the transition, however the long-term viability of selling only whole produce remains to be seen.

Twin City Mobile Market, MN

Background: The Twin City Mobile Market is a grocery store that is based out of a bus. It provides healthy, affordable food to under-resourced neighborhoods throughout Minneapolis and St. Paul. It currently has two busses and serves 33 stops in areas deemed as food deserts by the U.S. Department of Agriculture. The Twin City Mobile Market program was launched in 2014 and now serves over 400 customers. They are a proud user of EBT and SNAP authorized which allows them to reach out to low-income and low-access areas, making healthy food affordable.

Permitting and Licensing: The Twin City Mobile Markets are licensed under the state as a grocery store. The busses are considered Retail Mobile Food Vehicles by the state's Department of Agriculture. In Minnesota, local jurisdiction cannot have stricter requirements than state. Therefore, in St. Paul, Twin City Mobile Market did not need any further licensing since the local licensing agency had been taken over by the state. In Minneapolis, Twin City Market had to change the city's ordinance in order to create a business license category for Mobile Markets to operate under. The definition of the Mobile Food Store is "the sale of groceries, meats, provisions and miscellaneous goods of any kind at parking lots located near commercial, industrial, or high-density residential properties. Written permission of the property owner or manager is required. No sales shall be made from any mobile food store on city streets, alleys or public ways, or within one hundred (100) feet of a licensed grocery store or farmer's market without the permission of the grocery store or farmers market."

Sourcing: The Twin City Mobile Market sells everything from fruits and vegetables, to meat, cheese and other dairy products. They support and source from local farms within Minnesota.

Appendix F. Stakeholder matrix

Government		Food Industry		Nonprofits	Constituents
Denver	Other Municipalities	Potential Mobile Grocers	Grocery Stores		
<i>PHI</i>	<i>New York , NY</i>	<i>Any Street Grocery</i>	<i>Lucky's Market</i>	<i>Hunger Free Colorado</i>	
<i>E&L</i>	<i>Washington DC</i>	<i>UpDig</i>		<i>LiveWell Colorado</i>	
<i>RTD</i>	<i>Guilford County, SC</i>	<i>Metro Caring</i>		<i>Denver Food Rescue</i>	
<i>Parks & Rec</i>	<i>Minneapolis, MN</i>	<i>Mo Beta Green Mobile Market</i>		<i>People's Community Food Projects</i>	
<i>DDPHE</i>	<i>Arvada, CO</i>				
<i>Councilwoman Stacie Gilmore</i>					

Appendix G. Letters of Support

Letter 1: Stacie Gilmore, Councilwoman District 11, Denver City Council



THE HONORABLE
Stacie Gilmore
COUNCILWOMAN DISTRICT 11

City and County of Denver
CITY COUNCIL

Arie P. Taylor Municipal Building
4685 Peoria St., Suite 215
Denver, CO 80239
p: 720.337.7711
stacie.gilmore@denvergov.org

March 16, 2018

Mayor Michael B. Hancock
City and County Building
1437 Bannock St.
Denver, CO 80202

Dear Mayor Hancock,

It is my pleasure to write in support of the Denver Sustainable Food Policy Council's efforts to broaden food access through mobile food retail. I believe that policy advances in this area will increase access to healthy foods in communities that are food deserts, encourage local economic development, and improve health outcomes for all Denver residents.

As the Councilwoman for District 11, I represent a diverse community. It is imperative to find creative solutions for the barriers constituents face regarding food access. This mobile market concept supports the goals and priorities of my Council Office, the Denver Food Vision, and the Denver Department of Public Health and Environment's Community Health Improvement Plan to focus on increasing healthy eating and reduce childhood obesity. In our District, public school children ages 2-17 are at a 22% obesity rate. Having a mobile market in the community would be one solution to the need that continues to be communicated to my Council Office.

Thank you for your time and consideration of mobile grocery retailers as a method for addressing healthy and affordable food access, spurring local economic development, and improving health outcomes in the City and County of Denver. Please contact me at Stacie.Gilmore@denvergo.org or 303-720-9139 if you have any additional questions.

Sincerely,

Stacie Gilmore
Councilwoman District 11
Denver City Council

Letter 2: Any Street Grocery



Any Street Grocery
1650 S. Quivas St.
Denver, CO 80223
02.09.2018

Mayor Michael B. Hancock
City and County Building
1437 Bannock St.
Denver, CO 80202

Dear Mayor Hancock,

It is our pleasure to write in support of the Denver Sustainable Food Policy Council's (SFPC) efforts to broaden food access through mobile food retail. We believe that policy advances in this area will increase access to groceries in food deserts, encourage local economic development, and improve health outcomes for Denver residents.

Denver's 2016 Food System Baseline Report stated that 49% of low- to moderate-income Denver neighborhoods lack convenient access to grocery stores. Residents living in these areas have a more difficult time leading healthy lifestyles, and, according to the Sustainable Cities Institute, have a 20% higher prevalence of obesity and 23% higher prevalence of diabetes than counterparts living close to supermarkets and produce vendors.

Through its focus on mobile grocery retailers, the SFPC aims to give all Denver residents equal access to healthy food and healthy lifestyles by serving a broader geographic area via a transportable marketplace.

This initiative supports the Winnable Goals and priorities of the Denver Food Vision and aligns with the Denver Department of Public Health and Environment's Community Health Improvement Plan's focus on "increasing healthy food and beverage environments" as a way to increase healthy eating and reduce childhood obesity.

In addition to the benefit to Denver residents, *Any Street Grocery* supports mobile markets because they provide an innovative, yet economically viable, solution to what so many crave: a

cost-effective engine to get healthy food to all Denver communities. Many Denver families currently have to travel a fair distance away from their homes and/or neighborhoods to purchase fresh and healthy foods. This leads to a significant grocery retail leakage in areas throughout Denver, and provides a potential avenue for revenue generation for mobile markets. Mobile markets have the unique ability to move their operations on a regular basis to the mutual benefit of consumers and operators alike. Mobile markets can utilize efficient weekly route schedules to create regular stops in multiple locations within neighborhoods each day. The mobile market model, while new to Denver, is a time-honored tradition throughout Europe. For many cities, mobile grocers provide true access to a variety of foods, while respecting the binding economics of opening full scale grocers in smaller markets.

Thank you for considering mobile grocery retailers as a method for addressing healthy and affordable food access, spurring local economic development, and improving health outcomes in the City and County of Denver, now and into the future.

Sincerely,
Steven Lockhart & Ashleigh Ruehrdanz
Co-Founders Any Street Grocery

Letter 3: LiveWell Colorado

*Mayor Michael B. Hancock
City and County Building
1437 Bannock St.
Denver, CO 80202*



Dear Mayor Hancock,

I am writing to express my enthusiastic support of the Denver Sustainable Food Policy Council's efforts to broaden food access through mobile food retail. We believe that policy advances in this area will increase access to groceries in areas of the city that currently lack such access, encourage local economic development, and improve health outcomes for Denver residents.

The SFPC's efforts in this arena perfectly align with our mission and goals at LiveWell Colorado, as we focus on increasing access to healthy eating and active living by removing barriers that inequitably and disproportionately affect low-income communities and people of color across the state. We accomplish our goals by working with communities, policy makers, and schools at the local level and by advancing state and federal policy and marketing efforts at a broader level – all efforts that can be informed and strengthened by Denver's policy leadership around food access.

Through its focus on mobile grocery retailers, the SFPC aims to give all Denver residents equal access to healthy food and healthy lifestyles by serving a broader geographic area via a transportable marketplace.

This focus responds directly to the evidence base. Denver's 2016 Food System Baseline Report stated that 49% of low- to moderate-income Denver neighborhoods lack convenient access to grocery stores. Residents living in these areas have a more difficult time leading healthy lifestyles, and, according to the Sustainable Cities Institute, have a 20% higher prevalence of obesity and 23% higher prevalence of diabetes than counterparts living close to supermarkets and produce vendors.

This initiative supports the Winnable Goals and priorities of the Denver Food Vision and aligns with the Denver Department of Public Health and Environment's Community Health Improvement Plan's focus on "increasing healthy food and beverage environments" as a way to increase healthy eating and reduce childhood obesity. It does so by seeking out and implementing innovative solutions to a complex problem.

I strongly encourage your full promotion of mobile grocery retailers as a method for addressing healthy and affordable food access, spurring local economic development, and improving health outcomes in the City and County of Denver, now and into the future. Please call me to discuss more at 303-819-2846.

Sincerely,

A handwritten signature in black ink that reads "Wendy Peters Moschetti".

Wendy Peters Moschetti
Director of Food Systems
LiveWell Colorado
1490 Lafayette St
Denver, CO 80218