

Prefab Concrete Restrooms in Park Spaces

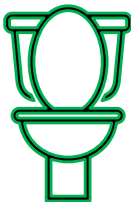
Memphis Parks | 165 parks, trails, and green spaces

Overview

Restrooms are a highly requested amenity, but they behave like 24/7 public infrastructure.

165

parks, trails, and green spaces



3

existing comparable units
with chronic issues



\$525K–\$775K

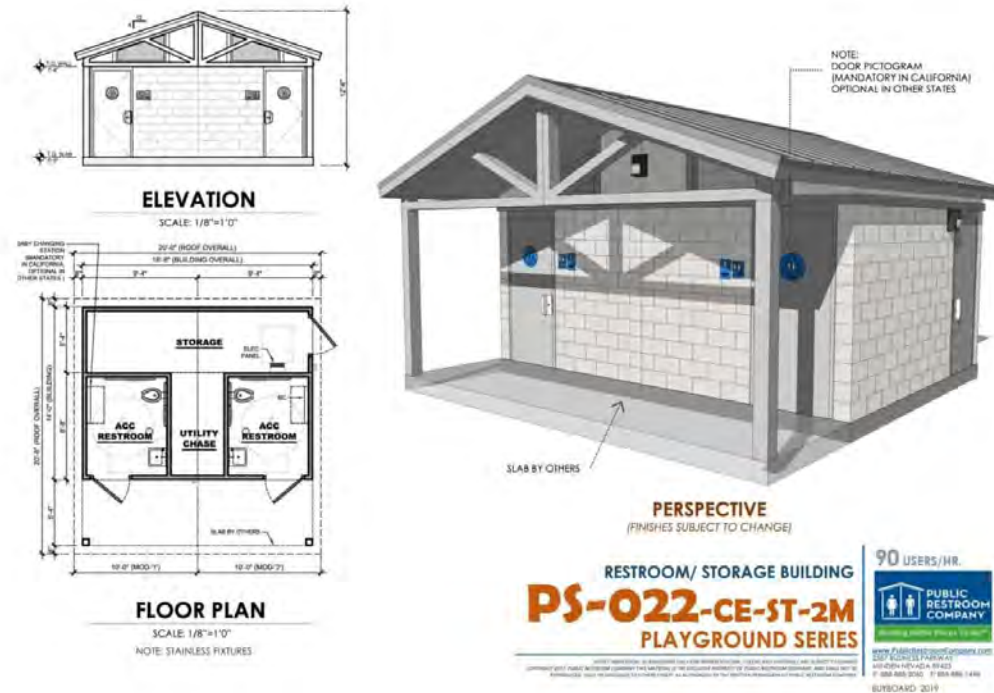
estimated cost per installed unit

90

Install/ Delivery Time

What is being considered

Concrete, vandal-resistant, prefabricated restroom buildings.



Typical features

- Two all-gender, single-occupant restrooms
- Flush toilets and sinks; ADA-compliant layout
- Central utility chase for plumbing/electrical access
- Concrete floors and block walls for easier cleaning
- Natural ventilation and proprietary vandal-resistant components
- Optional covered entry, drinking fountain, bottle filler, and storage

Model example: Public Restroom Company PS-022-ST-CE / Playground Series

Capital cost reality

The building cost is only one part of the true project cost.

Per-site rough order of magnitude

Prefab concrete building **\$275K**

Installation / site utility work **\$250K–\$500K**

Total estimated per site \$525K–\$775K

Systemwide if applied to all 165 sites

\$86.6M–\$127.9M

Excludes recurring annual cleaning, repairs, utilities, fixture replacement, and vandalism response.

Capital cost range



Cont.

Using the existing \$525K–\$775K per-site planning range

20 highest-rented parks

\$10.5M–\$15.5M

20 sites × \$525K–\$775K

Seven-unit (1 per council district)

\$3.7M–\$5.4M

7 sites × \$525K–\$775K

Selection basis: yearly rental totals supplied

1 Audubon — 86	6 Morris — 20	11 Hickory Hill — 16	16 Alonzo Weaver — 7
2 Dalstrom — 47	7 Cancer Survivor's — 19	12 Germanshire — 15	17 Douglass — 7
3 Bert Ferguson — 27	8 Pauline Marquette — 19	13 Sea Isle — 10	18 Raleigh Skate Park — 7
4 David Carnes — 21	9 Martin Luther King — 17	14 Glenview — 8	19 Church — 6
5 Fletcher Creek — 20	10 Peabody — 17	15 Winridge — 8	20 Heroes — 6

Together, these 20 parks account for 383 rentals in the supplied year.

Capital estimates exclude recurring cleaning, repairs, utilities, fixture replacement, and vandalism response.

Site constraints and engineering risk

Many parks cannot support a permanent restroom without significant review or added cost.

Utility access

sewer distance and capacity drive installation cost

Floodplain / drainage

many donated parks are in undevelopable or low-lying areas

Foundation and soils

site-specific engineering may be required before purchase

Severe weather

wind and tornado exposure require structural verification

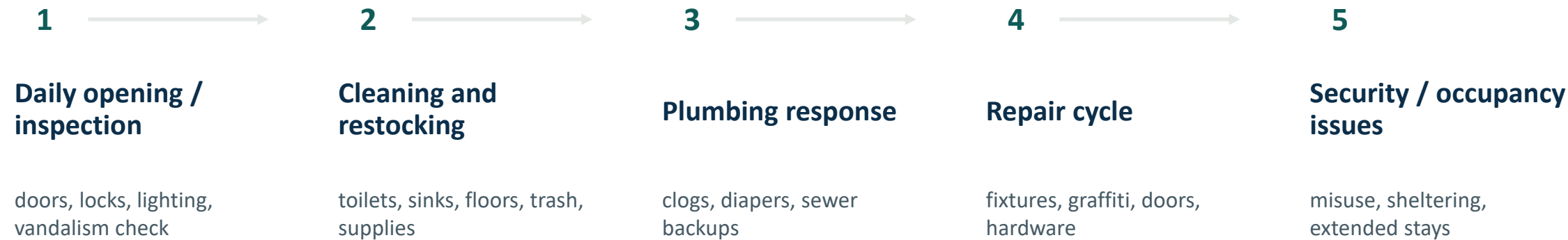
User patterns

isolated sites are harder to monitor and maintain

Each site needs an engineering screen before cost estimates are considered reliable.

Operational reality: the building is not the hard part

Clean, safe public restrooms require an operating model that matches the use level.



Staffing limitation risk

If inspections and cleaning cannot happen often enough, the restroom can quickly shift from a public amenity to a maintenance burden and public complaint generator.

Lessons from the three existing units

David Carnes

Dalstrom

MLK

Frequent vandalism

graffiti, broken locks, fixture damage

Misuse as shelter

extended occupancy and public access conflict

Sewer clogs

paper, soiled diapers, hygiene products

Operational Cost

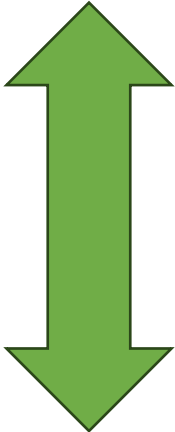
Using the 55K per-site with 2X cleaning

20 highest-rented parks

\$1,100,000

20 sites × \$55K

Contractor



Seven-unit (1 per council district)

\$385,000

7 sites × \$55K
Annual Cost

\$875,400

*once daily

One-time Capital Acquisition \$160K

Memphis Parks
In-House

\$858,890

*twice daily

One-time Capital Acquisition \$160K

Pros and cons

The value is strongest when capital investment is matched with daily support.

Pros

- Durable concrete construction and vandal-resistant components
- ADA-compliant permanent amenity
- Easier to pressure wash and disinfect than lighter structures
- Utility chase allows repairs without entering restroom rooms
- Storage area can support park maintenance operations
- Improves family, tournament, and event usability at the right sites

Cons / Risks

- High upfront cost before annual operations are included
- Staffing limitations make cleaning and monitoring difficult
- Frequent vandalism can continue despite hardened construction
- Sewer clogs and misuse can take units offline quickly
- Floodplain or utility constraints can make sites unsuitable
- Severe-weather performance must be verified site by site

Recommended decision framework

Good candidates

- Regional parks and sports complexes
- High-use destination parks with programmed activity
- Sites with daily staff presence or contracted service route
- Existing nearby sewer, water, and electrical capacity
- Low floodplain and drainage risk

Avoid / defer

- Isolated neighborhood parks with limited oversight
- Sites with repeated vandalism and no monitoring plan
- Floodplain or poor-drainage locations
- Locations requiring long sewer extensions
- Parks without funded cleaning and repair capacity



Recommendation

Do not make prefab concrete restrooms a default amenity across the park system.

Use them selectively at high-use, staff-supported, engineering-approved locations where the public benefit justifies the full lifecycle cost.

Recommended Council direction

Approve a site-screening standard before any new purchase

Require a funded cleaning, inspection, and repair plan with each project

Prioritize regional parks, sports complexes, and major event locations

Use existing three units to track maintenance costs and failure points



Memphis City Council Summary Sheet

(Revised January 28, 2026)

1. Description of the Item (Resolution, Ordinance, etc.)

Resolution to Amend the Fiscal Year 2027 General Fund, Solid Waste Management Fund, Sewer Treatment & Collections Fund, and Storm Water Fund Operating Budgets.

2. Initiating Party (e.g. Public Works, at request of City Council, etc.)

Administration

3. State whether this is a change to an existing ordinance or resolution, if applicable.

N/A

4. State whether this will impact specific council districts or super districts.

Impacts all council districts and super districts.

5. State whether this requires a new contract, or amends an existing contract, if applicable.

Not Applicable

6. State whether this requires an expenditure of funds/requires a budget amendment.

This is a Resolution to Amend the Fiscal Year 2027 General Fund, Solid Waste Management Fund, Sewer Treatment & Collections Fund, and Storm Water Fund Operating Budgets

7. If same night minutes are requested, state the reason for the urgency.

N/A

T-058

Resolution to Amend the Fiscal Year 2027 General Fund, Solid Waste Management Fund, Sewer Treatment & Collections Fund, and Storm Water Fund Operating Budgets

WHEREAS, the Memphis City Council adopted the fiscal year 2027 City of Memphis ("COM") budget on June 23, 2026 ("Budget"), which included a two (2) percent wage increase for all City of Memphis employees with an additional Two Thousand & 00/100 Dollars (\$2,000.00) bonus allocated for employees who are AFSCME members; and

WHEREAS, prior to the adoption of the Budget, AFSCME requested a five (5) percent wage increase plus an additional Five Thousand & 00/100 Dollars (\$5,000.00) bonus for AFSCME members as part of the COM impasse process on June 8, 2026; and

WHEREAS, discussions during the adoption of the Budget included 1) revisiting AFSCME's request in the first quarter of Fiscal Year 2027 ("FY27") to evaluate the feasibility of an additional wage increase; and 2) targeted wage increases for AFSCME employees; and

WHEREAS, funding appropriated in (1) the FY27 General Fund Adopted Budget contribution to fund balance; (2) the Solid Waste Management Fund; (3) the Sewer Treatment & Collections – Operating Fund; and (4) the Storm Water Fund is available to support the following targeted increases:

1. Increasing the base hourly wage for employees in the following positions to \$22.00/hour:

Compliance Specialist	Office Support Clerk
Concrete Worker	Photo Lab Tech
Cook	Police Inventory Control Clerk
Court Rec Clerk Sr	Police Investigative Proc Spec B
Crewperson	Property Room Attendant
Custodian	Semiskilled Crewperson
Equipment Operator	Special Equipment Operator
Flagman Officer Spec	Traffic Counter
Maintenance Distribution Tech	Transcriptionist
Maintenance Tech	
Office Assistant	

2. Increasing the base hourly wage for employees in the following positions within COM's Solid Waste Division by 5%:

Solid Waste Crewchief	Solid Waste Crewperson
Solid Waste Maintenance Mechanic	Solid Waste Tractor Trailer Driver
Solid Waste Truck Driver	

3. Increasing the base hourly wage for employees in the following positions within COM's Solid Waste Division by 2%:

T-058

Solid Waste Special Equipment Operator II; and
--

WHEREAS, funding for the aforementioned increases is being provided from the following sources

1. AFSCME targeted increases (General Fund) in the amount of \$786,325, to be funded from a contribution from fund balance.
2. AFSCME targeted increases (Solid Waste Management Fund) in the amount of \$1,460,149, to be funded from Solid Waste Fund balance.
3. AFSCME targeted increases (Sewer Treatment & Collections - Operating Fund) in the amount of \$66,068, to be funded from Sewer Fund Balance.
4. AFSCME targeted increases (Storm Water Fund) in the amount of \$94,933, to be funded from Storm Water Fund Balance;

NOW, THEREFORE BE IT RESOLVED, by the Council of the City of Memphis that the Fiscal Year 2027 General Fund Operating Budget, the Solid Waste Management Fund, the Sewer Treatment & Collections-Operating Fund and the Storm Water Fund be amended in accordance with Tennessee Constitution Article 2 § 24, TCA § 9-1-116, Municipal Budget Law of 1982 in the amount of \$2,407,475 for FY27.

BE IT FURTHER RESOLVED, that the Chief Financial Officer, Budget Office, and other appropriate City officials are authorized to make all necessary accounting, budgetary, administrative, technical, and fund-level adjustments required to implement the provisions of this Resolution and reflect such adjustments in the Fiscal Year 2027 Adopted Operating Budgets.

September 15, 2026



Memphis City Council Summary Sheet

(Revised January 28, 2026)

1. Description of the Item (Resolution, Ordinance, etc.)

A Resolution to accept Safe Streets and Roads for All (SS4A) grant funds and establishing funding for the execution of demonstration and implementation projects.

2. Initiating Party (e.g. Public Works, at request of City Council, etc.)

This project is being initiated by the Division of Engineering.

3. State whether this is a change to an existing ordinance or resolution, if applicable.

This project does not involve a change to an existing ordinance or resolution.

4. State whether this will impact specific council districts or super districts.

This project will be located throughout the city.

5. State whether this requires a new contract, or amends an existing contract, if applicable.

The City will be required to enter into a grant agreement with the United States Department of Transportation to initiate work on this project.

6. State whether this requires an expenditure of funds/requires a budget amendment.

Expenditure of funding will be required.

7. If same minutes are requested, state the reason for the urgency.

Agreement is expected to be executed by the City and returned to the United States Department of Transportation as soon as possible.

RESOLUTION

Caption: *A Resolution to accept Safe Streets and Roads for All (SS4A) grant funds, authorize the required local match, and establish funding for the execution of demonstration and implementation projects.*

WHEREAS, the City of Memphis Division of Engineering has received grant funding in the amount of Thirteen Million One Hundred Eighty-Eight Thousand Dollars (\$13,188,00.00) in Safe Streets and Roads for All funds awarded by the United States Department of Transportation through the Federal Highway Administration with a locally funded required twenty percent (20%) match; and

WHEREAS, the Total Eligible Project Cost is Sixteen Million Four Hundred Eighty-Five Thousand Dollars (\$16,485,000.00), consisting of Thirteen Million One Hundred Eighty-Eight Thousand Dollars (\$13,188,000.00) in SS4A grant funds and Three Million Two Hundred Ninety-Seven Thousand Dollars (\$3,297,000.00) in required local funds, and these funds will be used by the Division of Engineering to execute demonstration and implementation projects; and

WHEREAS, it is necessary to accept grant funding to establish funding for demonstration and implementation projects; and

WHEREAS, the SS4A grant award requires a twenty percent (20%) local match in the total amount of Three Million Two Hundred Ninety-Seven Thousand Dollars (\$3,297,000.00) over the three-year grant period; and

WHEREAS, the required local match in the amount of Three Million Two Hundred Ninety-Seven Thousand Dollars (\$3,297,000.00) will be allocated from the Engineering CIP under Neighborhood Safety (EN27104) with One Million Dollars (\$1,000,000.00) allocated in the initial year, FY 2027 and One Million One Hundred Forty-Eight Thousand Five Hundred Dollars (\$1,148,500.00) to be allocated in FY 2028 and FY 2029, respectively; and

WHEREAS, the required local match is a condition of the SS4A grant award, and failure to satisfy the City's obligations under the grant agreement may constitute noncompliance and result in remedial action, termination of the grant, disallowance of project costs, repayment obligations, or other remedies provided under the grant agreement and applicable federal requirements; and

WHEREAS, the total eligible project cost of Sixteen Million Four Hundred Eighty-Five Thousand Dollars (\$16,485,000.00) is anticipated to be funded over FY 2027, FY 2028, and FY 2029; and

WHEREAS, it is necessary to appropriate funding in the FY 2027 Budget in the amount of Five Million Dollars (\$5,000,000.00) for demonstration and implementation projects; and

WHEREAS, it is necessary to appropriate Five Million Seven Hundred Forty-Two Thousand Five Hundred Dollars (\$5,742,500.00) in the FY 2028 budget and FY 2029 budget, for a total amount of Eleven Million Four Hundred Eighty-Five Thousand Dollars (\$11,485,000.00) for demonstration and implementation projects; and

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF MEMPHIS, TENNESSEE, that the Safe Streets and Roads for All federal grant funds in the amount Thirteen Million One Hundred Eighty-Eight Thousand Dollars (\$13,188,000.00) in federal grant funding be hereby accepted by the City of Memphis.

BE IT FURTHER RESOLVED, that the Council acknowledges and authorizes the City's obligation to provide the required twenty percent (20%) local match totaling Three Million Two Hundred Ninety-Seven Thousand Dollars (\$3,297,000.00) over the grant period, with One Million Dollars (\$1,000,000.00) allocated and appropriated in FY 2027 and One Million One Hundred Forty-Eight Thousand Five Hundred Dollars (\$1,148,500.00) to be funded in each of FY 2028 and FY 2029 in accordance with the grant requirements.

BE IT FURTHER RESOLVED, that the fiscal year 2027 CIP Budget be and is hereby amended by allocating and appropriating Five Million Dollars (\$5,000,000.00) for the development of demonstration and implementation projects in the amount as follows:

Anticipated Funding Schedule

<u>Revenue</u>			
FY	U.S. Department of Transportation (SS4A Grant)	Neighborhood Safety (CIP Local Match)	Total
FY27	\$4,000,000.00	\$1,000,000.00	\$5,000,000.00
FY28	\$4,594,000.00	\$1,148,500.00	\$5,742,500.00
FY29	\$4,594,000.00	\$1,148,500.00	\$5,742,500.00
Total	\$13,188,000.00	\$3,297,000.00	\$16,485,000.00
<u>Expenditures</u>			
FY	Architecture and Engineering	Construction	Total
FY27	\$2,709,000.00	\$2,291,000.00	\$5,000,000.00
FY28	\$150,500.00	\$5,592,000.00	\$5,742,500.00
FY29	\$150,500.00	\$5,592,000.00	\$5,742,500.00
Total	\$3,010,000.00	\$13,475,000.00	\$16,485,000.00

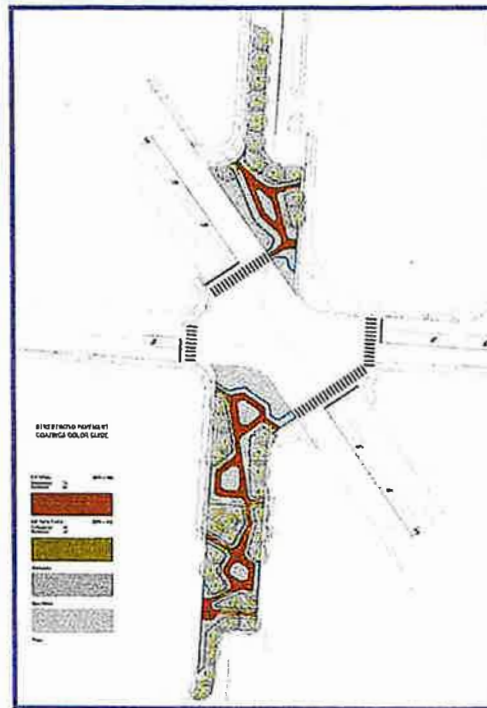
Resolution to Accept Grant

A Resolution to accept Safe Streets and Roads for All (SS4A) funding from the United States Department of Transportation (USDOT) in the amount of \$16,485,000.00 for the development of Planning Grant Activities (Project #1) that will consist of an educational campaign, including a school outreach program. The Demonstration Grant Activities (Project #2) will implement technology to gather data, through near-miss and crash data analysis. The Implementation Grant Activities (Project #3) is Lamar Avenue, from Kimball Avenue south to Dunn Avenue. Sponsored by the Division of Engineering. **All Council Districts. Super District 8 and 9. (Request for Same Night Minutes)**

- **Division:** Engineering
- **Name of Grantor:** United States Department of Transportation
- **Funding Amount:** \$ 16,485,000.00 (USDOT Portion (80%): \$13,188,000.00, COM Portion (20%): \$3,297,000.00 (EN27104))
- **Award Duration:** Effective Date of Award (Upon Execution) – 60 Months
- **Award Type:** Federal Grants Other
- **Plain Language Description:** Funding to facilitate demonstration and implementation projects to improve transportation safety
- **Impact:** This grant will help the City of Memphis advance key transportation safety improvements. The implementation project focuses on the six-leg Lamar Avenue, Kimball Avenue and Pendleton Avenue (LKP) intersection. In addition, the City plans to launch a safety education campaign, expand school outreach, deploy technology to collect real-time safety data, and install quick-build safety treatments at 15 high-crash locations across Memphis.
- **Use of Funds: (FY 2027)** \$5,000,000.00 (\$ 2,709,000.00 (A&E) and \$2,291,000.00 (Construction))



Safe Streets and Roads for All (SS4A)

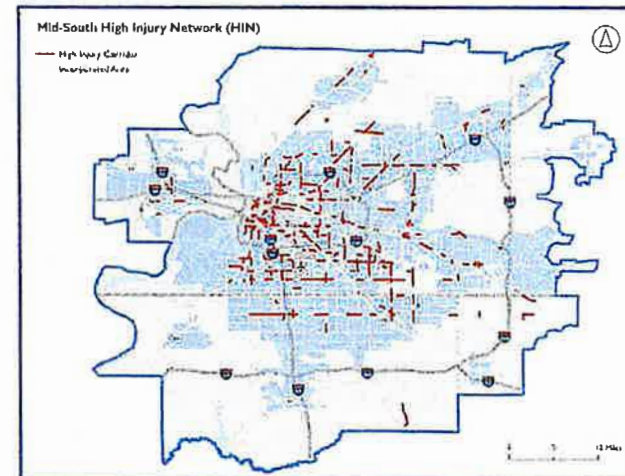


Revenue

	U.S. Department of Transportation (SS4A Grant)	Neighborhood Safety (CIP Local Match)	Total
FY			
FY27	\$4,000,000.00	\$1,000,000.00	\$5,000,000.00
FY28	\$4,594,000.00	\$1,148,500.00	\$5,742,500.00
FY29	\$4,594,000.00	\$1,148,500.00	\$5,742,500.00
Total	\$13,188,000.00	\$3,297,000.00	\$16,485,000.00

Expenditures

	Architecture and Engineering	Construction	Total
FY			
FY27	\$2,709,000.00	\$2,291,000.00	\$5,000,000.00
FY28	\$150,500.00	\$5,592,000.00	\$5,742,500.00
FY29	\$150,500.00	\$5,592,000.00	\$5,742,500.00
Total	\$3,010,000.00	\$13,475,000.00	\$16,485,000.00



WHEREAS, the Memphis City Council deems it fitting to recognize and celebrate those whose courage, sacrifice, and leadership helped advance the Civil Rights Movement and secure greater justice, equality, and voting rights for generations of Americans; and

WHEREAS, the **31st Annual Stone Awards** commemorates significant Civil Rights watershed moments, with special recognition of the Voting Rights Act of 1965 and those whose leadership and sacrifice helped advance voting rights in the United States; and

WHEREAS, the **31st Annual Stone Awards** will take place on Saturday, October 10, 2026, in Memphis, Tennessee, commemorating the sacrifices made in the pursuit of justice while bridging the historical gap between younger generations and the Civil Rights pioneers who shaped this history; and

WHEREAS, the **31st Annual Stone Awards** draws upon Selma’s central role in the 1965 Voting Rights Movement, including Bloody Sunday and the Selma-to-Montgomery marches, while connecting the histories of Selma, Tulsa, and Memphis in the continued pursuit of racial justice, equity, and progress; and

WHEREAS, the **31st Annual Stone Awards** serves as both a remembrance of the past and a call to future generations to continue the work of justice, service, and community-building “Stone by Stone”; and

WHEREAS, the Memphis City Council proudly recognizes the MA’&9 MustardSeeds Foundation, House of Mtenzi Museum, Memphis “FOOT”Man, and the **31st Annual Stone Awards** for connecting historical remembrance with education, empowerment, and community engagement.

NOW, THEREFORE, BE IT RESOLVED, that the Memphis City Council hereby honors and commends the

31st Annual Prestigious Stone Awards

and the “**2nd Stones-in-Selma**” **MA’&9 Civil Rights Leaders & Foot Soldiers Recognition** for its continued commitment to preserving Civil Rights history, honoring those who helped shape it, and inspiring future generations to carry forward the pursuit of justice, equality, and opportunity.

BE IT FURTHER RESOLVED, that the Memphis City Council proudly honors the following **31st Annual Stone Awards** honorees in recognition of their contributions, sacrifices, leadership, and enduring legacies:

Honorable Sheyann Webb-Christburg
Mr. Chapman Smith
Mr. Averette Woodson
Mr. George James
Ms. Dianne Harris
Mrs. Doris T. Cox
Mr. Roosevelt Goldsby

Mr. Bernard Lafayette Jr.
Mr. Tommy Jones
Mr. Reginald E. Moore
Mr. Charles E. Mauldin
‘Call 2 Men Memphis’
Legendary Ruth Anthony Brown

Legendary Kirk Carrington
Commissioner Henri E. Brooks
Late Mr. John Pearlie Pettaway
Late Ms. Claudette Colvin
Late Mrs. Margaret Jones Moore
Late Bobby “Poppa” Eaton Sr.
Late Honorable Myron Lowery

Given by my hand and under the
great seal of the City of Memphis,
this 15th day of September 2026.

Councilwoman Pearl Eva Walker
Memphis City Council, District 3