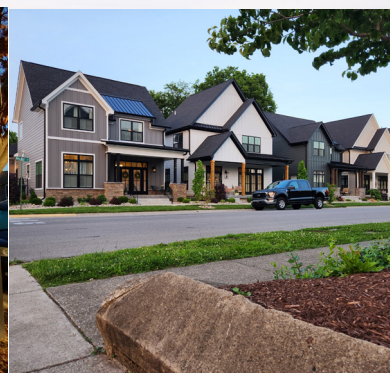


Housing Needs Assessment

City of Jeffersonville, Indiana
March 2026



Department of Planning and Zoning
500 Quartermaster Court, Suite 200
Jeffersonville, IN 47130
www.cityofjeff.net/planning-zoning



Introduction



Housing is a basic human right and it is imperative that cities manage, regulate, and contribute to their housing stock. Growing cities like Jeffersonville need take stock of existing homes and the households that make up their city. They also need to be considering future trends so that they can make appropriate decisions in regulating and approving new housing.

According to STATS Indiana, the population of Indiana is projected to grow 2.6% between 2025 and 2035. In that time, Clark County is poised to be the 6th fastest growing county in the state and the fastest growing county outside of the Indianapolis metropolitan area. In 2025, Clark County's population was estimated at 127,857. STATS Indiana predicts that Clark County is slated to grow at 6.2% over the next decade and have an estimated population of 135,838. This equates to almost 8,000 new residents in the County over the next decade.

The population of Jeffersonville currently represents 40% of the total population of Clark County. Over the last decade it has captured almost 45% of the population growth in the County and is expected to capture a considerable share of growth in the next decade.

But how much growth can we expect? Are these estimates even correct? Do they make sense in light of other trends within our nation, our state, and our community? These are questions that warrant exploration as we plan for the future of our community.





In fulfillment of recommendations made in “Building Jeff”, the City’s Comprehensive Plan (see below), and to help facilitate future development of housing in the City of Jeffersonville, the City’s Planning and Zoning Department has conducted this assessment of existing housing and future housing needs. This report will take into account current and predictive data about population change, demographic changes, job growth, and housing trends to plan for the future. Given that the future is often difficult to predict, the report provides various growth scenarios that are possible and provides analysis of current trends to see which scenario or scenarios make the most sense. The report ends with some recommended actions that may help the City address its housing needs.



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OUR COMPREHENSIVE PLAN

“Jeffersonville’s recent population increases necessitate taking a closer look at the state of housing in the City. Ensuring that the City has enough housing at various price points and housing types is critically important to support its quality of life”

- Recommendation 5.1 - Draft a comprehensive housing study for Jeffersonville
- Recommendation 5.2 - Encourage a broad mix of housing options and price points
- Recommendation 5.3 - Create additional mixed-use neighborhood centers through redevelopment of key sites.

Existing Conditions - Population



Total Population: 2024

52,912



Average Household Size Jeffersonville in 2024

2.34 persons



Total Households: 2024

22,612

In the past 15 years, the City of Jeffersonville has experienced remarkable growth. Since 2010, the City has added nearly 8,000 new residents - an 18% growth rate in that time. The City has generally outpaced the growth rate of Clark County and has significantly outpaced the Louisville Metro Area and the State of Indiana. With an estimated 2.33 persons per household in 2023, this residential growth equates to over 3,400 new residential housing units added to the City since 2010. Growth in Jeffersonville accounted for 46% of all the growth in Clark County and 9% of all the growth in the Louisville Metropolitan Area. This increase has led to a great deal of physical change in the City. It is apparent not only in terms of new housing, but also in the growth of commercial centers, increased industrial development, and the infrastructure enhancements needed to support residential, commercial, and industrial growth.

Past Residential Growth

	Jeffersonville	Clark County	Louisville Metro	Indiana
2010 Population	44,953	110,232	1,307,647	6,483,802
2020 Population	49,447	121,093	1,362,180	6,785,528
2024 Population	52,912	127,497	1,394,234	6,973,333
Growth Rate 2010-2020	9.1% (.9%/yr)	10% (1%/yr)	4.2% (.4%/yr)	4.7% (.5%/yr)
Growth Rate 2020-2024	7.0% (1.75%/yr)	5.3% (1.3%/yr)	2.4% (.6%/yr)	2.8% (.7%/yr)

Source: U.S. Census Bureau

Existing Conditions - Demographics



In order to understand where we are going in the future, we must look at more than just population numbers. It is also important to look at other demographic trends that are shaping our City. For the purpose of this report, the best and most current data we have is from the U.S. Census Bureau’s 2024 American Community Survey. To document demographic changes, we looked at the changes that occurred over the previous decade, from 2014 to 2024.



Race/Ethnicity

As Jeffersonville has grown, its population has also become somewhat more diverse. Following regional and national trends, the City seen a slight uptick in its Hispanic population as well as growth in the “other” categories, including a nationally growing number of people who don’t claim any one category of race/ethnicity (see table below).

Changes in Race/Ethnicity

	White	Black	Hispanic	Asian	Other
2014 Population	79.3%	12.2%	3.6%	1.6%	3.3%
2024 Population	73.8%	12.1%	5.5%	1.5%	7.1%
Change Rate	-5.5%	-0.2%	+1.9%	-0.1%	+3.8%

Median Age

In the past decade, the City has also grown a little older on average. The median age of Jeffersonville residents was 39.1 in 2024, about one and a half years older than in 2014. This upward trend is not unique to Jeffersonville and reflects national trends where fewer children are being born and the average life-span has remained steady. The rate of change is slightly higher than that of the Louisville Metro as a whole as well as the State of Indiana (see table below) and is likely due to significant growth of the 65+ age group in Jeffersonville. In 2014, senior citizens made up 12.4% of the population; today that number is closer to 17%.

Changes in Median Age

	Jeffersonville	Clark County	Louisville Metro	Indiana
2014 Population	37.6	38.3	38.4	37.1
2024 Population	39.1	39.8	39.3	38.0
Change Rate	+1.5	+1.5	+0.9	+0.9

Source: U.S. Census Bureau

Existing Conditions - Demographics



Household Size

Across the country, the number of people living in the average household has been declining over the last few decades. This has been due to a number of factors, including young people delaying marriage, families having fewer children, natural increases in the number of “empty nesters”, and an increasing number of seniors living alone. A growing population and a decline in household size naturally creates need for more housing units to meet demand.

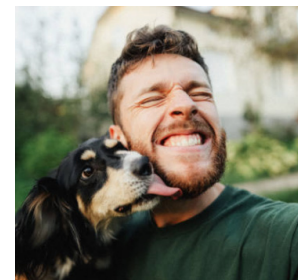
The City of Jeffersonville is not immune to this trend. While the changes are subtle, we are seeing a shift downward from an average household size of 2.52 in 2014 to an average closer to 2.34 today. Jeffersonville’s downward shift is somewhat greater than Clark County, the greater Metro area and that of Indiana and, once again, is likely indicative of the significant growth of the 65+ age group within Jeffersonville.

These shifts have two predominant effects on housing. First, they naturally lead to housing scarcity as more houses are needed just to house the existing population. Population growth, then, only makes the situation worse. The other effect is a shifting preference for housing types, styles, and forms, with more need for smaller homes, multi-generational housing, apartment units, and senior living.

Changes in Household Size

	<u>Jeffersonville</u>	<u>Clark County</u>	<u>Louisville Metro</u>	<u>Indiana</u>
2014 Population	2.52	2.58	2.49	2.55
2024 Population	2.34	2.46	2.43	2.47
Growth Rate	-0.18%	-0.12%	-0.06%	-0.08%

Source: U.S. Census Bureau American Community Survey





Household Size by Tenure

	Jeffersonville	Clark County	Louisville Metro	Indiana
<u>Owner-Occupied</u>				
2014 Population	2.67	2.67	2.58	2.63
2024 Population	2.44	2.56	2.53	2.6
Growth Rate	-0.23%	-0.11%	-0.05%	-0.03%
<u>Renter-Occupied</u>				
2014 Population	2.21	2.36	2.3	2.36
2024 Population	2.14	2.19	2.2	2.18
Growth Rate	-0.07%	-0.17%	-0.1%	-0.18%

Source: U.S. Census Bureau American Community Survey

Housing Tenure

These household shifts are further highlighted when we look at household size based on housing tenure. For owner-occupied housing, household size significantly declined in Jeffersonville in the past decade - especially when compared to other local areas. Jeffersonville’s owner-occupied household size declined by more than double the rate of Clark County. This could be due to a number of factors including a growing number of young couples without children and/or single parent households, but is probably more indicative of a growing number of empty nesters.

Although not as dramatic, the household size of renter-occupied units has also decreased. The reasons for these decreases in these households are likely due to young adults moving into Jeffersonville and delayed family formation among couples, but is also due to a large number of new apartments designated for senior living that have been built in recent years.

These trends further indicate the need for diverse housing types to be built throughout the City. Housing is needed in a number of forms to meet individual demands. Single-family neighborhoods, of course, but also apartments, duplexes, townhomes, accessory dwelling units, and other small-scale housing options for smaller households. Going forward attention must be given to ensure these diverse needs are met.



Key Takeaways:

Household size has been shrinking as the City of Jeffersonville becomes older and more diverse. Smaller households mean that we need proportionally more housing today than we did 10 years ago.

Existing Conditions - Current Housing Mix



Housing Types

A healthy community has a diverse housing stock that can address a variety of needs and desires. The charts to the right show the current make up of housing in Jeffersonville. According to the Census Bureau, in 2023, the vast majority of housing units (67.5%) were single family houses. Standard apartments made up 26.3% of housing units and other housing types made up about 6% of all housing units. Factoring in permits that have been approved since 2023, the overall total shifts slightly in favor of apartments, but single family houses are still the dominate form of housing in the city.

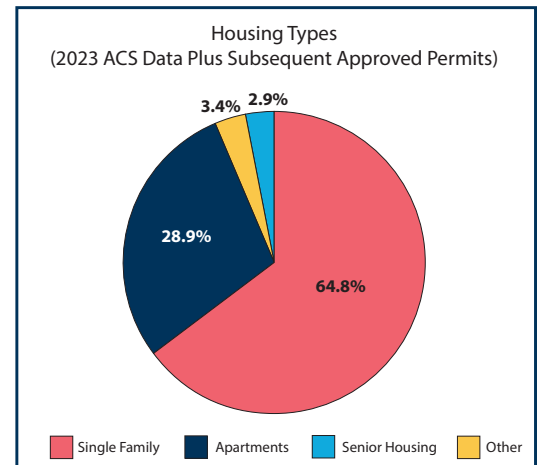
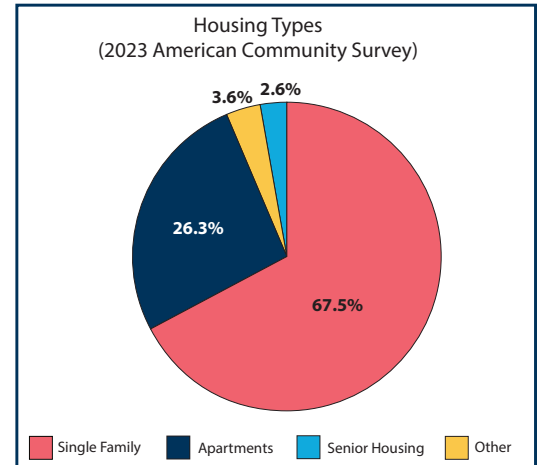
What is less clear is how much of the city’s existing housing is addressing the needs of the community. The “other” category includes townhomes, condos, multiplexes, accessory dwelling units and other housing types. Greater analysis will be needed to ensure that the current housing makeup isn’t excluding certain segments of the population, particularly when looking at housing affordability.

Tenure

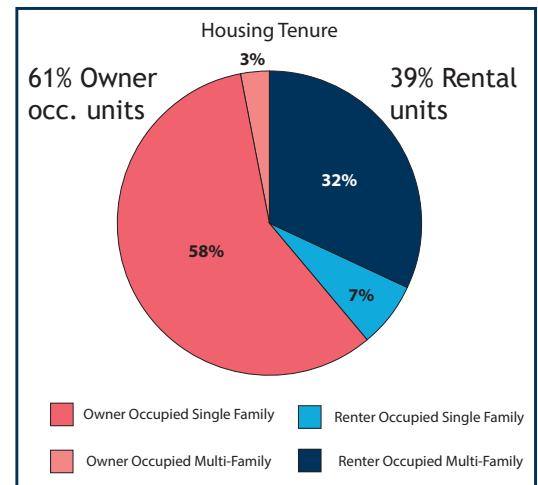
While homeownership is a goal for many, it’s not always attainable or desired by everyone. While the Census Bureau estimates that about 70% of housing units in Jeffersonville are owner-occupied, they are notorious for undercounting rental units. This happens as rental units are more frequently vacant (between tenants), and/or the tenants choose not to participate in data collection.

The chart to the right shows an estimated breakdown of rental vs. owned units in Jeffersonville. These numbers are based on the unit count data above and a search of our assessors database, which indicates that about 7% of single-family homes in Jeffersonville are rental units (i.e. the owner of record lives elsewhere). These numbers indicate an approximately 60/40 split between owner-occupied and renter-occupied housing in Jeffersonville

Decreasing land supply, increasing home prices, and greater interest in buying houses as investments, both for long and as short-term rental, is likely to increase the number of rental units in the future. It will be important to monitor the balance of tenure in the city to maintain a healthy community.



Source: U.S. Census Bureau American Community Survey and City Permit Data



Source: 2024 U.S. Census Bureau American Community Survey



Missing Middle Housing



The concept of “Missing Middle” housing has become a hot-button topic in the world of community planning and housing development. The term typically refers to types of housing, primarily targeting low- to middle-income buyers or renters, that are not often built. While single-family homes and large apartment complexes are commonly constructed, missing middle housing such as duplexes, quadplexes, townhomes, accessory dwelling units and similar small-scale multi-family buildings are much less frequently built.

There are a number of reasons why these housing types tend to be scarce in many communities. Foremost among these are zoning regulations and community push back against housing other than typical single-family homes. Traditional single family zoning districts, minimum lot size standards, parking minimums, and density maximums often hinder these housing types. Furthermore, public and private funding sources for housing tend to prioritize single-family or large-scale multi-family developments. Banks are often less likely to lend funds to housing types that are outside the norm.

Unfortunately, this type of housing is desperately needed to accommodate the growing diversity of family types in the community. As they are small-scale, they can easily bring more density and tax revenue to existing neighborhoods without disrupting the character of the area all while having the added benefit of affordability. Community education about why missing middle housing is needed and how it can improve the community can help alleviate concerns for existing homeowners who may feel threatened by new development.

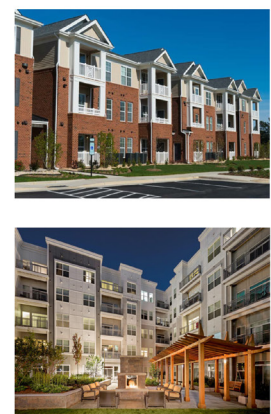
**Single-Family Homes
(Common)**



**Missing Middle Housing
(Uncommon)**



**Large Apartments
(Common)**



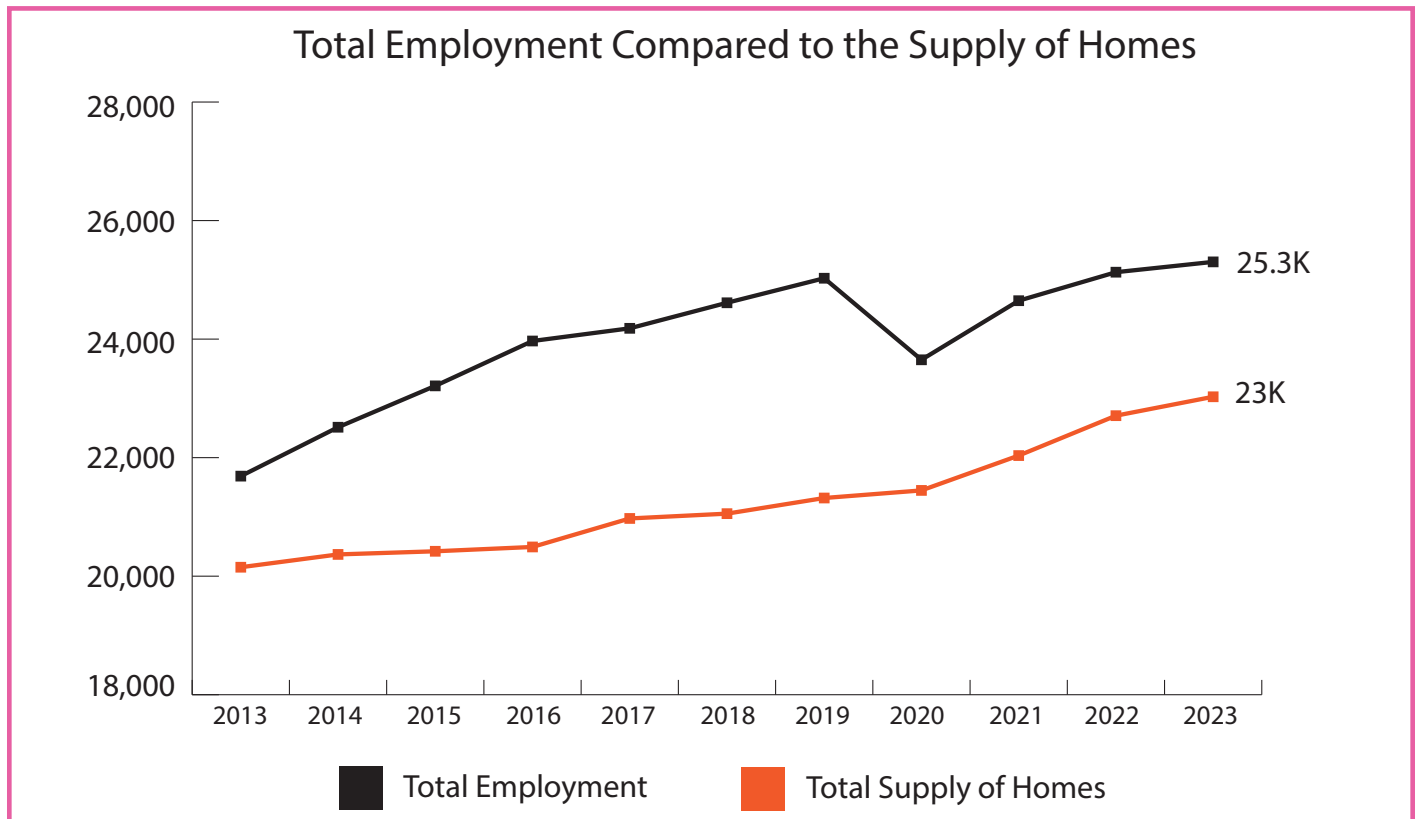
Key Takeaways:

Appx. 60% of all units in Jeffersonville are owner-occupied while 40% are rentals.

Existing Conditions - Employment



Population growth is often closely tied to job growth within the city and/or local region. Thanks to robust growth at River Ridge, the City of Jeffersonville added nearly 3,500 jobs over the past decade. This brings the total number of jobs in Jeffersonville to over 25,000 and equates to a 16% increase over the period. The chart below shows how this employment growth compares to housing growth over the same time period. A rather sluggish housing market following the Great Recession that started in 2008 meant that for several years, job growth significantly out paced home construction. While some gains were made later in the decade, this has led to a situation where the housing-to-jobs ratio has decreased. This puts upward pressure on home values as more workers seek fewer homes.



Source: Indiana Housing Dashboard

Jeffersonville's Largest Employers

- Amazon Fulfillment Centers - 2,500
- Norton Clark Hospital - 1,400
- Greater Clark Schools - 1,000
- Heartland Payment Systems - 850
- PharmaCord - 800

River Ridge's Impact

- Total Jobs in Jeffersonville - 25,300
- Total Jobs in River Ridge - 12,675

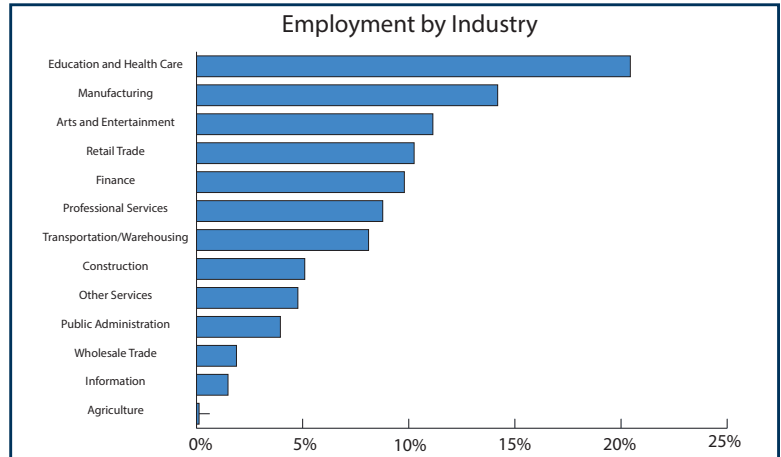
- Percentage of all jobs in River Ridge
50.1%

Existing Conditions - Employment



Employment Mix

Jeffersonville has a diverse economy comprised of a broad mix of manufacturing, service, and professional employers. Employment is comprised of a few large employers as noted on the previous page, but also many small and mid-sized companies. This provides long-term stability by not relying too heavily on any one industry or employer. Additional employment opportunities across the river in Louisville enhance the economic vitality of the community.



Source: 2024 American Community Survey

One item to note, however, is that the City and region are heavily reliant on jobs relating to transportation, logistics and warehousing as well as retail and service jobs. These industries in general, tend to pay lower wages than other industries. Lower wages impact the amount of money local residents have available for housing and other related needs.

Commuting Patterns

Unlike many American cities located next to a large urban center, Jeffersonville contains a large number of jobs and is by no means a bedroom community. According to U.S. Census data, almost 6,000 people live and work in Jeffersonville. While almost 20,000 people leave Jeffersonville to go to work, another 22,000 are driving in from other communities to work in Jeff. Overall commute times are fairly short with 63% of Jeffersonville residents reporting that it takes less than 25 minutes to get to work. This may be changing, however, as growth continues to put pressure on the transportation network.



Source: 2024 American Community Survey

Unemployment

In 2024, the unemployment rate was 3.7% in Jeffersonville, a significantly low rate and a far cry from the 9.3% experienced a decade earlier. This rate is also lower than the approximately 4.3% unemployment rates seen regionally and around the state. The low unemployment rates bode well for residents as they may have an upward effect on wages.



Key Takeaways:

The Jeffersonville economy is growing and well-diversified. In the past decade job growth has out paced housing growth, leading to housing scarcity and higher prices.

Existing Conditions - Incomes and Housing Costs



Median Incomes

The median household income is the point that evenly divides the community in half: 50% of households in a community earn less than the median and 50% of households earn more. The median provides a more accurate, realistic representation of the “typical” household’s earnings by identifying the exact middle point of a population, unaffected by people with extremely high or extremely low incomes within the jurisdiction.

In 2024, the median household income for Jeffersonville was \$70,930. While this was a 37% over the median earnings in 2014, the City did not keep pace with its surroundings (see table below) who generally saw gains in the 45-48% range.

A number of factors may attribute to this difference:

1. A 37% growth rate in the number of residents over the age of 65 in the same period. As people retire, incomes often decline. Significant growth in this population can lead to falling median incomes.
2. The construction of over 3,900 apartment units (including nearly 400 senior apartments) over the time period. Renters tend to have a much lower average income than home owners (see table to the right) and growth in the rental market can have a negative impact on the median income.
3. In migration. In the last decade Jeffersonville grew much faster than the surrounding area. It is likely that many of those moving to Jeffersonville from across the river and other parts of the State, are seeking the City’s lower cost of living to meet their incomes.
4. Jobs created locally in recent years, especially those in warehousing, logistics, and service sectors may not be paying wages that help raise the overall standard of living.

Whatever the case, it will be important to take all these into consideration when making policy decisions that affect future growth and development.

Jeffersonville in 2024

Median Household Income
\$70,930

Median Household Income (home owner)*
\$79,583

Median Household Income (renter)*
\$42,482

Source: U.S. Census and *STATS Indiana

Median Household Income

	Jeffersonville	Clark County	Louisville Metro	Indiana
2014 MHI	\$51,706	\$51,182	\$50,386	\$48,737
2024 MHI	\$70,930	\$74,214	\$73,863	\$71,957
Change Rate	+37%	+45%	+47%	+48%

Source: U.S. Census Bureau American Community Survey



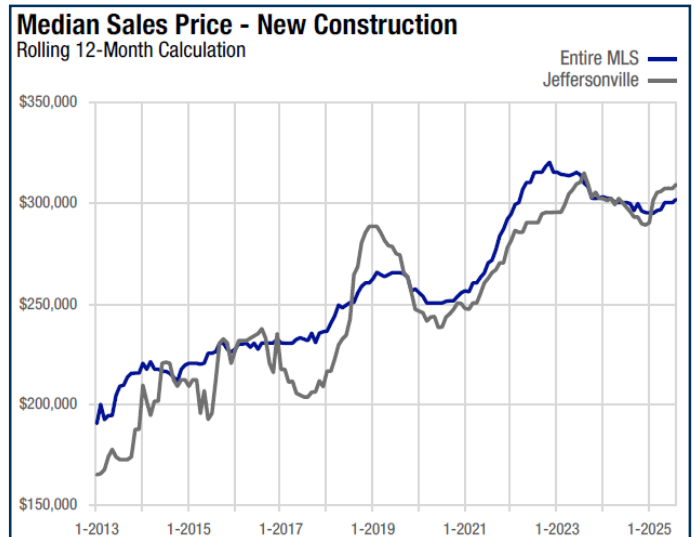
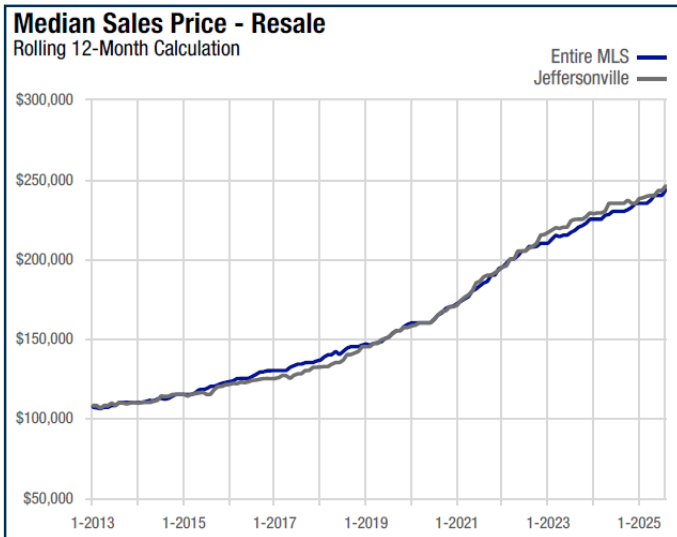
Information about housing sales can provide further context for current trends and assist in future housing predictions. The charts below show that median sales prices in Jeffersonville have skyrocketed over the past decade. Resale prices have increased 250% since 2013 while prices for new build houses have more than doubled. A review of Zillow prices in September 2025 showed sales prices for homes ranged between \$130,000 to \$850,000 with nearly all below \$500,000.

Jeffersonville contains approximately 16,000 single family homes. A review of MLS data from 2025 suggests that there were no more than 120 homes for sale at any one time, representing only 0.0075% of all homes in the city. The average time a house was on the market was around 16 days. This data suggests that the housing market is fast-moving and low on inventory, two factors that can boost housing prices.

Jeffersonville in 2025

**Median Home Value
(resale)
\$252,000**

**Median Home Value
(new construction)
\$315,900**



Source: Southern Indiana Realtors Association

Using this sales data, conclusions can be drawn about the overall health of the housing market in Jeffersonville. The median home price for resales in 2025 was \$252,000 which, being financed at 6.5% with a 30-year fixed mortgage, would mean that a homebuyer could expect to spend \$19,100 per year on their house. Adding \$5,000 for housing insurance and \$2,500 for taxes would mean that the median homebuyer is spending approximately \$26,600 in housing costs per year.

Existing Conditions - Incomes and Housing Costs



Affordable housing is typically defined as housing on which a resident spends 30% or less of their income on annual housing costs. Those who spend more than this are considered “housing burdened.” To absorb the \$26,600 in annual costs associated with the median Jeffersonville home, the median homeowner would have to make \$88,667 per year. The median household income in 2025 (adjusting for inflation), however, is only \$75,900. As such, the median household cannot afford the median house. This would indicate that the majority of homes for sale are either being marketed to those who make more than the median income of Jeffersonville or many residents are becoming cost burdened when they purchase a house.

In the past decade, home values in Jeffersonville have doubled and rents have steadily increased. While housing costs have increased sharply, household incomes have struggled to keep pace. Currently the average Jeffersonville household can only afford a house that costs approximately \$200,000. This price/wage discrepancy has led to people waiting longer to buy houses and renting for longer terms. Additionally, rising housing costs have prevented seniors from downsizing as it gets more difficult to find housing at their price points. As the cost of living increases, more households will likely be burdened by their housing costs. It is also likely that a larger percentage of Jeffersonville households will be forced to rent as homeownership becomes increasingly unaffordable.

Aside from income, two other factors also affect housing costs: housing availability and housing commodification. First, housing needs to be available in order to allow people to move in and out of their existing home. While some vacancy in the housing market is healthy, too much or too little vacancy can be problematic. In Jeffersonville, vacant housing is becoming increasingly scarce. According to numbers collected by STATS Indiana, only 3.1% of housing units in Jeffersonville were vacant and available for sale or rent in 2024. This is down from a much healthier 5.5% back in 2014. This lack of vacancy certainly exerts an upward pressure on the price of housing. Another growing issue is the number of Jeffersonville homes being used for investments. Numerous housing units, particularly in Downtown, are being bought for use as short-term or seasonal rentals. This trend has been exacerbated by Louisville putting restrictions on these uses, leading to an increase in interest on this side of the river. Taking these homes out of the housing market drives up housing scarcity and thereby housing prices.

Healthy Vacancy



While it may seem counterintuitive, some amount of vacancy in the housing market is desirable. Generally, a vacancy rate of at least 5% is a good indicator of the health of a housing market. This amount of vacancy allows people to obtain and move from housing easily, without long delays or excessive price hikes. When vacancy rates dip below 5%, home and rental prices begin to increase as demand rises. While some of this can be solved by increasing supply, that tends to be a slower fix that may not address the affordability issue. A better way to address housing shortages is to ensure that housing is being built at a variety of housing sizes, types, and costs. Additional interventions could include increasing property taxes on vacant houses and short-term rentals, encouraging affordable housing development, and establishing tenant laws to protect current tenants.



Short-term rentals vs. housing supply



In recent years, Jeffersonville has seen significant growth in the number homes used as Short-Term Rental properties (STR's). While some of these STR's are owner occupied, an increasing number of them are rented by someone not living on site. We estimate that somewhere between 200 - 250 dwelling units in Jeffersonville may be rented on a short-term basis. This represents about 1% of all housing units in the community.

On one hand, short-term rentals may be a benefit to the community and its businesses (especially local shops and restaurants) as they bring in tourism dollars. On the other, however, they do remove existing houses from the market and may have an undue influence on rising housing costs by eliminating supply. The City is, unfortunately, rather limited on regulating the number of STR's under state statute. While the City has a licensing requirement for these rental units, many fly under the radar as they can be hard to detect and prove their use. The City may need to invest in better tools to ensure compliance with regulations and reduce the number of STR's in the community.

Existing Housing Burden

Median Home Resale Value (2025)
\$252,000

**Annual Mortgage Payment at 6.5% plus
Insurance**
\$26,600

**Median Household Income Needed to
Cover Mortgage at 30% of Total Income**
\$88,667

Median Household Income (2025)
\$75,900

**Additional Income Needed to Afford a
Median Valued Home Without Becoming
House Burdened**
\$12,767

Housing Burdened Households (2023)

Renters
2,807 (48.6%)

Homeowners
2,494 (16.5%)



Key Takeaways:
Housing costs in Jeffersonville have greatly outpaced local wage growth. This has led to significant increases in the number of residents who are overly burdened by their housing costs.

Forecasting the Future

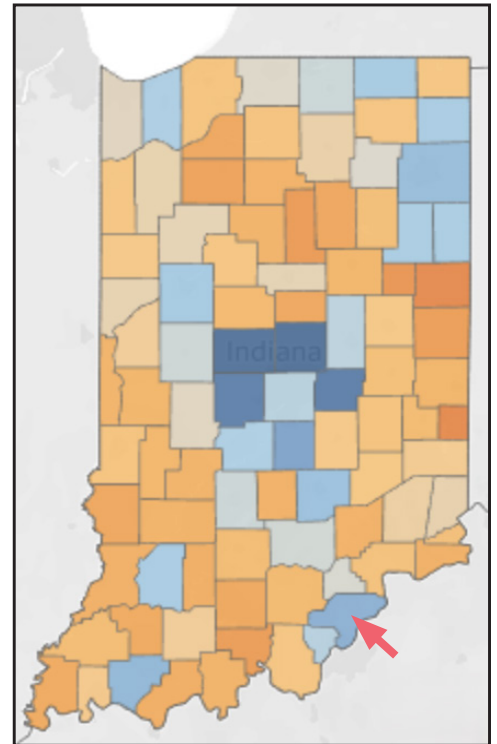


Predicting the future is always a challenge. Even though Jeffersonville has experienced strong growth in the past, it does not mean that growth will continue at similar rates. Therefore, in order to make informed decisions about the future, we need to look both forward and back; we need to look not only at the recent history of growth but also about planned investments in the community that may lead to future growth. There are many groups and organizations that attempt to forecast the future. Rather than reinventing the wheel, we can also look to see how they envision growth in our community.

Ultimately, however, there is still a lot of uncertainty in forecasting. One tool to get around this uncertainty is called scenario planning (see below). In beginning this report, we felt it would make sense to look at a number of plausible growth scenarios in order to see what makes sense. We will explore these scenarios a little later in the report.

To begin our exercise, we looked at projections from the Indiana Housing and Community Development Authority's Housing Dashboard, "STATS Indiana." This tool provides insight into population growth at the County level throughout the state. This data takes into account statistics about fertility, mortality, and migration to provide projections for overall population changes as well as changes by age groups.

STATS Indiana projects Clark County to grow at 6.2% over the next decade. The next page shows how this growth might look as it relates to housing demand in Jeffersonville.

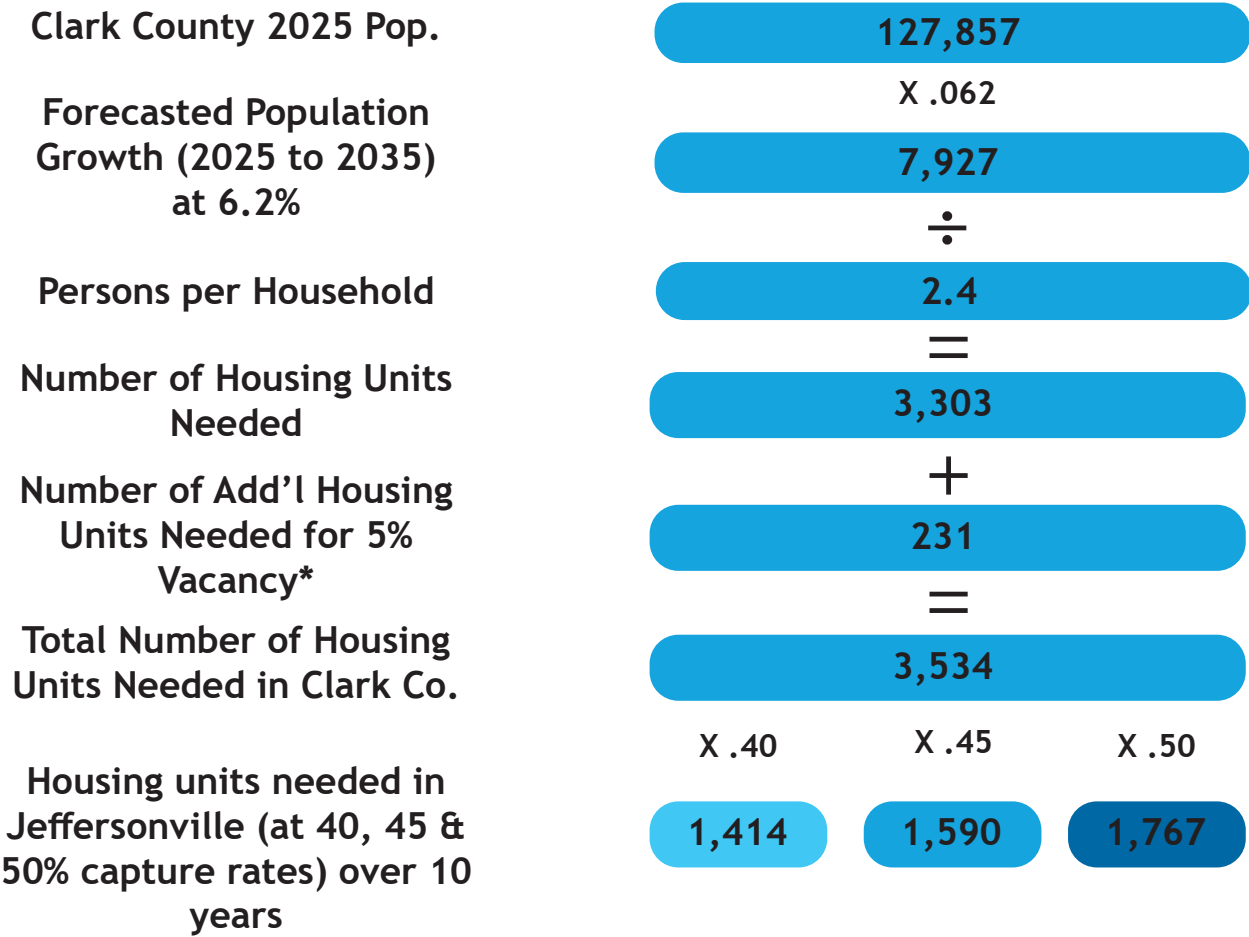


Map of projected growth by county through 2050 from STATS Indiana. Dark blue indicates the highest rates of growth while dark orange equals the highest rates of decline. This map shows Clark County as one of the fastest growing Counties outside of the Indy Metro area.

Scenario Planning



Scenario planning is a strategic process of developing multiple plausible scenarios that help communities to better understand the uncertainty of predicting the future. It involves identifying certain assumptions and key uncertainties and explores how these uncertainties might interact. From these scenarios, a community can draw conclusions and make plans for future scenarios that they would like to see or avoid.



* Assuming a current 3% vacancy rate, this would require an appx. 7% overbuild to make up the difference

If we assume STATS Indiana’s projected a 6.2% growth rate for Clark County, approximately 3,447 new homes will be needed in the next decade. Over the last 15 years, Jeffersonville has typically been responsible for, or “captured”, nearly 45% of all the growth in Clark County. While that could change in the future, we would expect that a similar or slightly lower capture rate would occur in the coming years. This generally would lead to an expectation that somewhere around 1,500 new homes are needed in Jeffersonville by 2035.

While its difficult to say on what grounds this prediction was made, the number of homes that are already in the construction pipeline seem to suggest that the predicted 6.2% growth rate is entirely too low. The next pages detail the existing construction pipeline and then will proceed to discuss scenarios that seem more plausible.



Forecasting the Future - Construction Pipeline



Development takes time. New subdivisions and apartment buildings require design, permitting, financing, and provision of utilities all of which can add up to months, if not years, of preparation. This means that units that have current permits, may not be fully built for a year or more. Therefore, looking at the state of current permits is a great way of determining what future growth might look like.

Based on our department's case data, there are currently over 2,400 new housing units in the construction pipeline. About 60% of these are single family dwellings while the rest are apartments. As we consider future growth, these permitted housing units are in conflict with the projected population growth for Clark County presented by STATS Indiana.

In that scenario, approximately 3,700 new homes will be needed in Clark County over the next 10 years. If all of the existing projects in Jeffersonville's pipeline are constructed, it would mean capturing 65% of all the construction in Clark County. This is a considerably higher capture rate than we've seen in the last 15 years and would mean that other municipalities and the County would have to grow at much slower rates than they have in the past.

Our department reached out to the Town of Clarksville to determine their pipeline of projects as well. Their planning staff indicated that 664 housing units are in some phase of development there. These represent an additional 18% of all future growth estimated in the County, leaving only 18% of growth for the remainder of the County. And this is with no new projects proposed going forward.

Based on these numbers, our department feels that the 6.2% growth rate projected by STATS Indiana is far too low. The next few pages explore a range of scenarios that we feel are more credible based on what is already happening on the ground.

Housing Currently Permitted/ Under Construction in Jeffersonville

**Total Units:
2,417**

**Single-Family Homes
1,511 (62.5%)
at 2.44 persons/household
=
3,687 new residents**

**Multi-Family Units
906 (37.5%)
at 2.14 persons/household
=
1,939 new residents**

Projected Future Residents (based on projects in the pipeline)

5,626

Projected Population Growth Rate of Jeffersonville (based on projects in the pipeline)

10.6%

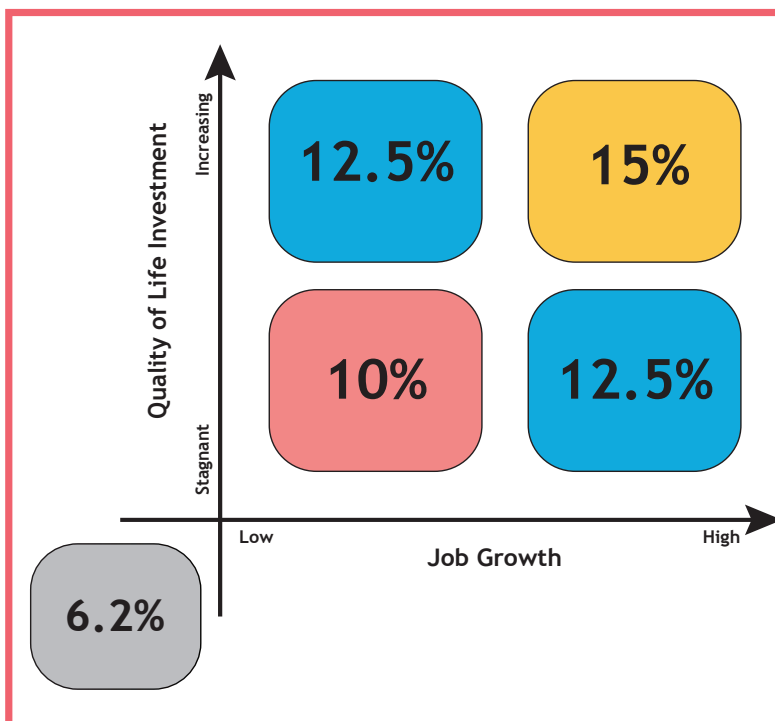
Scenario Planning



The following pages explore various growth scenarios that we feel are plausible. The scenarios presented make a number of assumptions based on current data and trends. First, the assessment will assume steady overall growth based on current data trends - in other words that the housing market will not significantly collapse due to unforeseen political, economic, or environmental circumstances. Second, we will assume that the average household size will continue to decrease slightly (we will use 2.4/household in Clark County). We will then assume a need to slightly overbuild in order to correct the current 3% vacancy rate. Finally, since Jeffersonville's construction pipeline is so strong, we'll assume a slightly higher county-wide development capture rate of 50%. This seems quite possible as recent growth in Jeffersonville has outpaced the County.

The primary variables in our scenario planning will be job growth and quality of life investments. These are generally considered the two biggest drivers of housing and population growth as people will move to an area or choose to stay in an area based on the availability of jobs and/or its quality of life. Our scenarios forecast what the population might look like if future job growth is low versus if job growth continues to be high. It simultaneously looks at what happens if our investments in quality of life are static or if local and regional investments make Jeffersonville an even more attractive place to live.

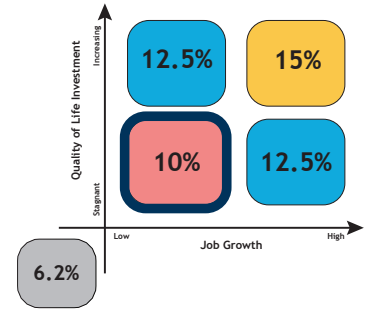
The graphic below shows how these scenarios line up. If job growth is low and few additional investments are made to enhance quality of life, we expect that the currently planned housing stock will get built, but new development will be limited. Under this scenario Clark County would grow at a 9.2% rate, a slight decrease over its growth in recent years. On the other hand, continued job growth and additional quality of life investments could lead to much higher growth rates.



Scenario 1 - 10% Growth



Scenario 1 is the baseline for future growth in Jeffersonville. It assumes that job growth is consistent, but generally weak and that there are not significant changes to local quality of life. The scenario projects 1% growth per year, which is similar to the growth from 2010-2020 (where the first few years were in recession). In this scenario, most units that are currently planned in Jeffersonville get built out over the decade, but there is not much additional housing growth. In this scenario, the City would only need 200-700 additional units above what is already permitted.

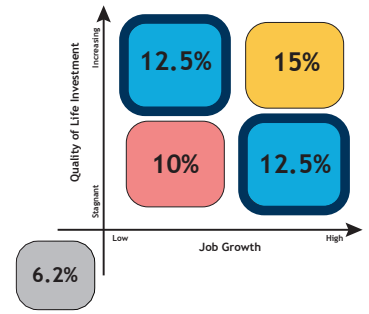


Clark County 2025 Pop.	127,857		
	X .10		
Forecasted Population Growth (2025 to 2035) at 9.8%	12,786		
	÷		
Persons per Household	2.4		
	=		
Number of Housing Units Needed	5,328		
	+		
Number of Add'l Housing Units Needed for 5% Vacancy	373		
	=		
Total Number of Housing Units Needed in Clark Co.	5,701		
	X .45	X .5	X .55
Housing units needed in Jeffersonville over 10 years (at 45, 50 & 55% capture rates)	2,565	2,851	3,136
	-		
Total number of units in the pipeline.	2,400		
	=		
Total additional units needed in Jeffersonville	165	451	736

Scenario 2 & 3 - 12.5% Growth



Scenarios 2 and 3 are similar in terms of growth rates. They assume that job growth is higher than usual or that significant investments local amenities boost quality of life in the area significantly, but not both. The scenario projects 1.25% growth per year, which is similar to the accelerated growth from 2020-2024. In this scenario, all the units that are currently planned in Jeffersonville get built and there is modest housing growth. In this scenario, the City would need between 800 and 1,500 additional units above what is already permitted.

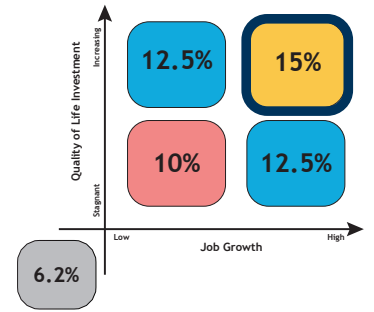


Clark County 2025 Pop.	127,857
	X .125
Forecasted Population Growth (2025 to 2035) at 9.8%	15,982
	÷
Persons per Household	2.4
	=
Number of Housing Units Needed	6,659
	+
Number of Add'l Housing Units Needed for 5% Vacancy	466
	=
Total Number of Housing Units Needed in Clark Co.	7,125
	X .45 X .5 X .55
Housing units needed in Jeffersonville over 10 years (at 45, 50 & 55% capture rates)	3,206 3,563 3,919
	-
Total number of units in the pipeline.	2,400
	=
Total additional units needed in Jeffersonville	806 1,163 1,519

Scenario 3 - 15% Growth



Scenario 3 is a higher level of growth that might be expected when job growth is strong and quality of life investments are significant. The scenario projects 1.5% growth per year, which is stronger than recent growth. In this scenario, all units that are currently planned in Jeffersonville get built out over the decade, and there is robust growth in the housing market which the City can capitalize on. In this scenario, the City would need somewhere between 1,500 and 2,300 additional units above what is already permitted.



Clark County 2025 Pop.	127,857
	X .15
Forecasted Population Growth (2025 to 2035) at 9.8%	19,179
	÷
Persons per Household	2.4
	=
Number of Housing Units Needed	7,991
	+
Number of Add'l Housing Units Needed for 5% Vacancy	559
	=
Total Number of Housing Units Needed in Clark Co.	8,550
	X .45 X .5 X .55
Housing units needed in Jeffersonville over 10 years (at 45, 50 & 55% capture rates)	3,848 4275 4703
	-
Total number of units in the pipeline.	2,400
	=
Total additional units needed in Jeffersonville	1,448 1,875 2,303

Forecasting the Future - Job Growth



Predicting job growth is especially difficult given the volatility of economic trends and local business composition. It is also difficult to directly pin job growth to any one City as the job market is rather immune to local boundaries. In drafting this report, we considered a number of sources for economic forecasting which we hope will provide a broad picture of the possible future of job growth in the area.

In a report created by KentuckianaWorks, they predict a 4.3% job growth rate in the region between 2021 and 2031. While many of these jobs are in health sciences, technology & engineering, and information technology - relatively high wage careers, they also predict high numbers of job openings in lower-wage jobs such as those in the service industry, retail, transportation, and warehousing.

Similarly, occupational projections from the Indiana Department of Workforce Development predicts expansion of the Southern Indiana labor market by over 6,000 new jobs between 2023 and 2033. They predict highest levels of growth to occur in the health care field and supportive services as well as transportation and logistics. Specific occupations predicted to see the highest annual growth rate are for home health care workers (+2.4%), nurse practitioners (+4.3%), medical service workers (+3.0), and industrial workers (+2.0%).

The Indiana Business Review provided a forecast for the Louisville area in 2026 included predictions for Southern Indiana. They stated that the area was continuing to grow as an affordable extension of the Louisville metro area and that Southern Indiana led all Indiana metro regions in net migration, surpassing even Fort Wayne and Indianapolis. They point to sustained employment growth as a leading factor for this population growth. Despite concentrations of manufacturing, an industry that has seen some moderate declines nationally, the region has avoided major declines in job growth. This is mainly due to significant growth in the health care and social services industries which have emerged as a fast growing sector in the area.

These studies suggest that Jeffersonville will continue to benefit from strong job growth in the area, bolstering the need for additional housing. While it's difficult to say the exact number of new jobs coming to the city specifically, these predictions indicate that there is significant interest and development pressure being placed on the area.



Forecasting the Future - Land Availability



One significant constraint on housing growth in Jeffersonville is the availability of land. The significant growth over the past decade has significantly cut into the amount of land which is available for development. Barring annexation of adjacent unincorporated areas in Clark County, most of the large tracts of open land have now been developed or are in development. As a result, developers have shifted to creating smaller subdivisions on what land is available.

Our office estimates that there is roughly 2,000 acres of residentially developable land in Jeffersonville - 500 of which are within two legacy farms in NE Jeffersonville that we don't expect to see developed anytime soon. The vast majority of this remaining land is spread out on parcels that are less than 10 acres - not the type of large land holdings that facilitated large subdivisions in the past. About 20% of this land has some development on it already, whether that be a home on a very large lot or a vacant building and/or parking lot in an urban area. These redevelopment projects are often more expensive than greenfield sites and take more creativity and risk in order to execute. Other significant constraints on existing properties are floodplains (see sidebar) and steep slopes (mostly associated with the Lenzier Creek drainage area) that are difficult to develop. All of this means that we are more constrained to capture the large numbers of new homes that we have in the past.

Of course, other land could become available over time if land slated for industrial, commercial, or institutional land uses converts to residential use. Two large landholdings not included in the above calculation are the JeffBoat site and the U.S. Census Bureau site. These sites have strong potential for residential growth, but have undetermined timelines for development. The JeffBoat site, in particular, could attract people to Jeffersonville above and beyond the normal growth rates (see page 29).



Floodplains



A large portion of vacant land in Jeffersonville is located in a DNR-designated flood area. These areas are prone to flooding and make development much more difficult. Floodway areas, near creeks and streams, flood regularly are not able to be developed. Areas in the 100-year floodplain may be developed, but steps must be taken to elevate structures out of harms way.

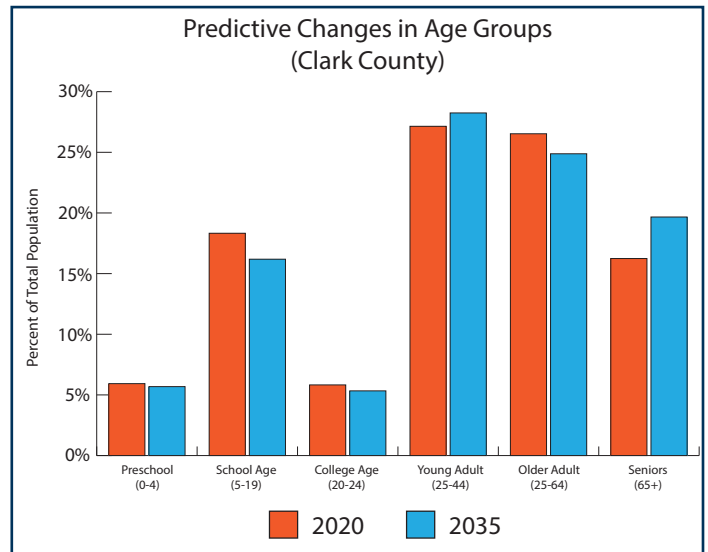
As land becomes scarcer, there is more pressure to develop in these sensitive areas. It will be important to balance the desires for additional development with the necessities of maintaining the City's natural areas and water systems.

Forecasting the Future - Demographic Change



Predicting future housing needs also requires considering the future demographic makeup of the city. As differing age groups have different housing needs, it's important to know where the market is headed.

In Clark County, senior citizens are forecasted to be the fastest growing segment of the population. By 2035 they will significantly increase their share of the overall population to nearly 20% of the total. This growth indicates that there is a significant need to build senior-friendly housing in order to meet future demand. That may mean constructing traditional senior-living apartments, but also smaller accessible homes where seniors can age in place.



Source: STATS Indiana

The other growing segment of the population will be young adults ages, 25-44. They are also predicted to make up a larger portion of the total population in the coming years, around 28% of the population. This group is likely attracted to Jeffersonville for new jobs and more affordable housing options than are available across the river. As this group is comprised of people who are early in their careers, first-time homebuyers and those starting families, they are also likely to have lower spending power. As such, there will be an increased need for affordable starter homes, a sector of housing that is already difficult to find. Furthermore, as young adults are waiting longer to get married and start families, it may mean there is a stronger need for apartment living options that cater to this growing group.

Other demographic information is harder to predict at the municipal level, but as the nation and region become more diverse, we expect Jeffersonville to follow suit. All of this suggests that a mix of housing options and a need for entry-point housing is needed. The City should find ways to encourage a broad range of housing types that cater to the needs of its residents.



Key Takeaways:

The City of Jeffersonville is poised for residential growth in the next decade. Job growth is robust, but growth is somewhat restrained by land availability. Demographic trends indicate a need for senior housing and starter homes.

Conclusions - Housing Growth & Demand



This scenario planning exercise has shown a number of possible futures for residential housing in Jeffersonville. At the low end, only a few hundred additional housing units would need to be built in Jeffersonville beyond the 2,400+ that are already permitted. On the high end, the City could see an additional 2,300 new housing units. In actuality, the numbers are probably somewhere in the middle. Given job growth, an already tight housing market, and demographic trends that are leaning toward smaller households, we feel that the number may tend on the higher side. We feel there is a strong likelihood for between **1,200 - 1,500 additional units** to be permitted over the next decade. Given the historic mix of housing in the City (65% single-family), we expect that most development over the next decade will continue to be in single-family housing. While there might be a bit of a shift toward multi-family in the future (see below) we expect that 60-65%, of this future demand will be for single-family homes. While some of these new homes will be constructed in larger developments on the edge of the city, the bulk of them will likely be scattered around on small, vacant parcels of land or involve redevelopment of underutilized parcels.

Where the actual number falls is still somewhat of a guess. Much depends on the constrained land market and whether the City can find ways to open up vacant or underutilized commercial, industrial, or institutional land to development. It also greatly depends upon completion of regional amenities, like Origin Park and the Monon South Trail, as well as improvements in local schools, parks, transportation systems, and arts and cultural programming that further enhance quality of life in the area. The JeffBoat redevelopment could also provide a significant boost if that development starts taking shape soon. As the City moves forward, there are a number of factors that should be taken into consideration. These include:

Slight shifts in favor of Multi-Family Development:

Between 2015 and 2022, the City permitted an unusually large number of multi-family dwelling units. After 2022, however, demand for new multi-family permits plummeted. We believe that this uptick may have been a market correction after 15-20 years of slow growth in the multi-family housing sector. Now we may have reached a bit of an equilibrium in the rental housing market.

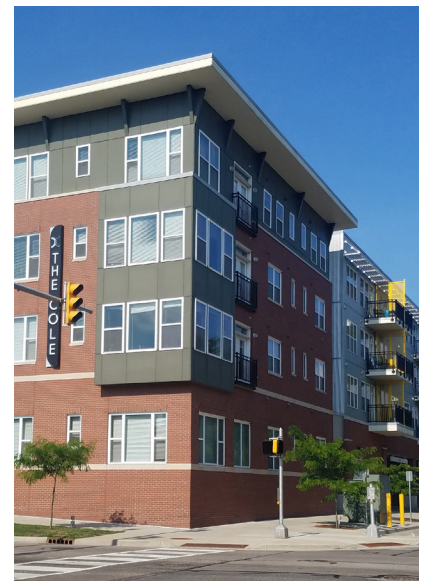
As land becomes more scarce, young couples continue to postpone family formation, household size continues to dip, and seniors age out of their large single-family homes, however, we feel that there will be continued demand for multi-family housing in Jeffersonville. As such, we expect that somewhere between 35-45% of future units will be in multi-family developments. Given the scarcity of land that remains for single-family homes, the City may want to look at ways to incentivize and direct this demand to redevelopment sites throughout town rather than greenfield sites.

**Est. Single-Family
Residential Demand**

720-975 add'l units

**Est. Multi-Family
Residential Demand**

480-525 add'l units



Conclusions - Housing Growth & Demand



Demand for Senior Housing:

Data from the U.S. Census Bureau and STATS Indiana show Seniors (over 65 years of age) as the fastest growing demographic in Jeffersonville. As folks retire and age, their housing needs change. Growth in residential housing will need to reflect this fast-growing segment of the population.

A Need for Low to Middle-Income Housing:

The data suggests that there is a huge need for affordable housing options in the City as nearly 50% of all renters and 20% of homeowners are burdened by the cost of housing. Provision of affordable housing is difficult for the market to achieve on its own and generally requires some level of government intervention to make happen. The City may want to focus on ways to incentivize affordable development where it makes sense. The Community Foundation of Southern Indiana is currently studying affordable housing options with the intent to create more affordable units in the area. The City may want to monitor their work and assist as necessary.



Creative & Affordable Infill Development



The need for affordable housing units is significantly outpacing what is being built in Jeffersonville. The homes typically built in Jeffersonville today are often unobtainable to a large segment of the community. To create affordable and obtainable housing, developers must be creative. Two styles of infill development have been successful in recent years.

The first is subdividing an oversized parcel with one house on it in order to allow more houses to be built. This is exemplified by the Frederick Commons development at the corner of Frederick Ave. and Main St. This development took a 3/4 acre lot in the heart of downtown that contained a house and garage and subdivided it into seven new lots. This created seven new homes that could be purchased at reasonable rates where only one existed previously.

The second creative infill project is the Trailside Landing subdivision. The home of the former Eastlawn school, the property was owned by the City's Redevelopment Department. Following a search for a developer, the property was sold and a residential TIF established on the property. This TIF allows the developer to leverage future tax revenue in order to develop the infrastructure for the project. This public-private partnership has resulted in homes that are sold for less than \$200,000 - a near impossibility given today's construction costs.

Conclusions - Housing Growth & Demand

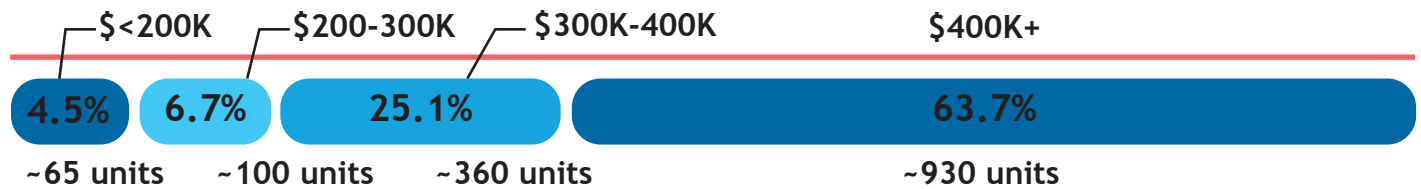


Forecasted Housing Cost Demand:

Single Family Housing:

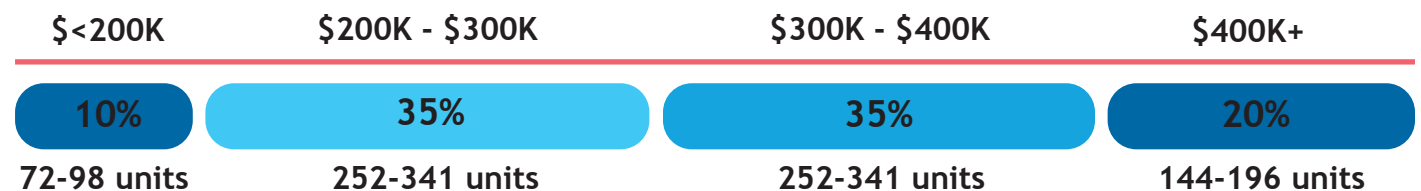
In order to not be burdened by the cost of housing, people should only spend about 30% of their income on it. By this measure a median-income household in Jeffersonville can only afford a house that is valued around \$200,000. As such, we could expect that approximately half of the demand would be for homes below \$200,000 with the other half wanting homes above that threshold. As prices go higher, demand would continue to decline. In reality, however, a large portion of the market who are below the median income will not be in the market for new homes and therefore demand would not be 50/50.

Another way to look at demand would be to look at what the market is currently building. To that extent we looked at the estimated price points for the 1400+ homes that have been approved for construction. The breakdown is shown below.



While there is significant demand for affordable housing, most of the housing that has been permitted is not being built to meet that demand. It should be noted, however, that it is extremely difficult to build a new home in Jeffersonville for less than \$200,000; doing so usually involves some sort of government assistance in the form of tax credits, infrastructural assistance, fee discounts, and/or variances from established standards.

While effort should be made to build at lower price points, increased construction of homes at slightly higher price points (in the \$200-300K range) could help open up older homes (at somewhat lower price points) for lower income buyers. The following chart shows an idealized cost breakdown of the 720 to 975 as-yet-unpermitted homes that will be demanded in Jeffersonville over the next decade. It reflects a more balanced range of prices than the current market seems to be building. Building at these levels would help ensure that more Jeffersonville households could afford single-family homes. As we move into the future, these prices will need to be adjusted for inflation and wage growth.



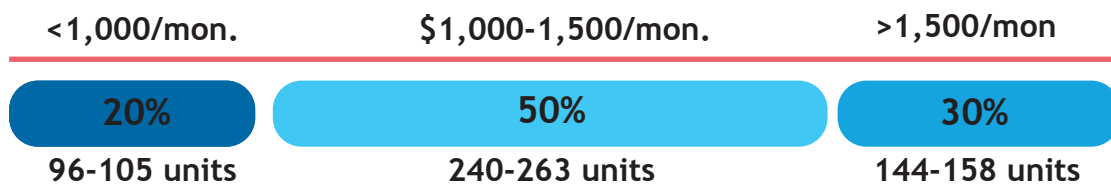
Conclusions - Housing Growth & Demand



Multi-Family Rental Housing:

Predicting future price demand in multi-family housing is a bit more difficult as there are big differences in the needs of a single-person renter household versus a family with three kids who needs rental housing. In 2024, the median renter household made \$42,482. By the 30% measure mentioned previously, the median renter should not spend more than \$1,100/month. As such, we can expect that approximately half the demand would be for rents below \$1,100/month with the other willing to pay rents above that threshold. As prices go higher, demand again continues to decline. Given that rents in Jeffersonville's newest apartment complexes are currently higher than \$1,100/mon., a similar situation is unfolding in the rental market - that it is difficult to build a new building and charge appropriate rents for households in lower income brackets.

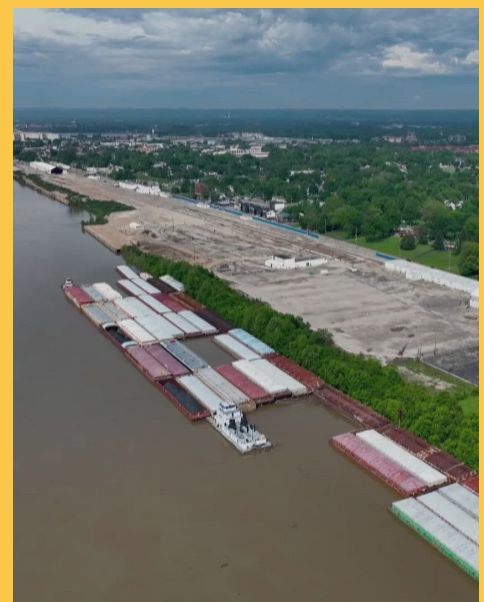
Similar to the single-family market, building new units can sometimes open up lower-income rents in older buildings as those who can afford modern apartments move to newer locations. In reality, however, it may also lead to older buildings getting retrofitted in order to chase the higher rents they are seeing in new construction. In the future there seems to be demand for 480-525 additional multi-family units above what has already been permitted. The City should work with developers to ensure that there is a mix of price points within the market with a somewhat higher focus on low-moderate rents as shown in the idealized price point diagram below.



Implications of JeffBoat on the Multi-Family Housing Market



Redevelopment of the JeffBoat site is a wild card within this report. The repurposing of 80 acres of riverfront property into a mixed-use development is a huge undertaking that may or may not be fully realized in the next decade. In any case, housing in the project area will be primarily multi-family in nature. Due to the riverfront location, it will have a broader appeal and may attract people to Jeffersonville who otherwise might have chosen to live elsewhere. It will also certainly have higher rents given its desirable location. If constructed in a timely manner, it could skew housing growth numbers considerably higher than predicted here.





The future of Jeffersonville, with a growing workforce and population, looks bright. Bolstered by the presence of Louisville across the river, Jeffersonville has become a city unto itself, bringing a prosperous economic climate, high quality public amenities, and thriving neighborhoods. It will be necessary to maintain this positive momentum through continued economic growth and quality of life investments to ensure the City will continue to thrive into the future. Investments in housing will also be highly important. The following recommendations can help to make sure Jeffersonville is on track to meet its housing needs.



Recommendation 1: Create City-led efforts to address housing

To address current and future housing needs in Jeffersonville, the City should take a more active role in helping to guide housing development in the community. Such efforts would help to guide housing policy and decision-making while highlighting specific housing gaps.

- Action: Create Housing Taskforce to determine how the City should address housing-related issues.
 - » Timeline: Short Term (1-3 years)
- Action: Prepare a report on parcels in the City with potential for redevelopment into housing.
 - » Timeline: Short Term (1-3 years)

Recommendation 2: Engage in housing-focused collaboration

Housing is a highly-complex, personal subject that requires to be looked at from many different angles. Engaging with the public, community leaders, housing experts, and regional partners will help to ensure that experiences are not overlooked and prevent efforts from being needlessly duplicated.

- Action: Continue to work with the Community Foundation of Southern Indiana and Indiana University Southeast on affordable housing studies
 - » Timeline: Short Term (1-3 years)
- Action: Engage in quarterly meetings with City departments and other housing agencies and stakeholders to increase collaboration and cooperation.
 - » Timeline: Short Term (1-3 years)
- Action: Engage in public forums to hear from the public regarding the state of housing in the City.
 - » Timeline: Short Term (1-3 years)



Recommendation 3: Explore changes to Unified Development Ordinance to allow for increased housing density and new opportunities for redevelopment.

Reexamining zoning regulations on housing can help reveal areas that could be changed to promote housing. Ideally, zoning regulations should support redevelopment, encourage varied housing types, and bolster existing communities. There are a number of ways that zoning can help bring additional housing to the community.

- Action: Hold a public hearing in accordance with Indiana House Bill 101 to discuss how the Unified Development Ordinance is promoting housing development and increased housing density.
 - » Timeline: Short Term (1-3 years)
- Action: Make changes to the Unified Development Ordinance to promote additional housing types, redevelopment, and residential growth in the City. Examples could include:
 - Revising M1 standards to allow multiple buildings,
 - Allowing/easing the conversion of Commercial and Institutional zoned lands to residential uses,
 - Allowing Accessory Dwelling Units by right in Residential districts,
 - Revisiting minimum lot sizes and building sizes in Residential districts,
 - Creating housing-focused overlay districts to promote redevelopment,
 - Create and apply a Mixed Use zone district that would allow both commercial and residential uses.
- » Timeline: Short Term (1-3 years)

Recommendation 4: Develop City-led programs that assist in the creation of affordable housing.

There are a number of avenues that the City can employ to leverage its position which can lead to the creation of more affordable housing.

- Action: Provide financial assistance through the use of grants, tax breaks, residential TIFs, and reduced permitting and impact fees for dedicated affordable housing
 - » Timeline: Short Term (1-3 years)
- Action: Create City-led efforts to acquire land to create opportunities for affordable housing agencies such as Habitat for Humanity. Examples could include:
 - Land banking
 - Using Redevelopment-owned lands
 - Using eminent domain
- » Timeline: Long Term (7-10 years)



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