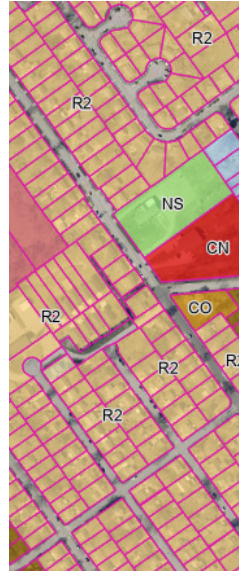




2026 Unified Development Ordinance Update Guidebook

Introduction

Five years ago, the City Council adopted a newly revised zoning ordinance. This Unified Development Code has guided development ever since. In those five years, a number of small changes and corrections have been made and a few “hot” topics (i.e. short-term rentals, EV charging stations, and redevelopment of the Census Bureau) have been addressed. Recently, the State of Indiana has issued a number of zoning related measures that impact our ordinance. These changes need to be made. In addition, recent case work within our office has indicated the need for a few other changes - some of them major. To address these changes, the Planning Department has put together a “5-year update” to the code. This guide outlines that changes that are being proposed at this time.



State-Mandated Changes

Due to changes to state law, a number of changes to the Unified Development Ordinance are needed. These include:

Schools: Are now allowed in all zone districts. Many schools are currently zoned NS which is being proposed to be eliminated. These schools will be moved to the appropriate zone districts based on their location.

Food Trucks: Licensing will now be done by the local Health Department. The City will retain the ability to restrict where they can be located but cannot charge a permit fee.

Wireless Communication Towers: Height limits on towers are prohibited. The City will still regulate location and other development standards.

Indoor Shooting Ranges: Are required to be a permitted use in all Commercial zones provided they meet certain safety building standards. Commercial areas that are mixed use in nature, such as CD (Commercial - Downtown) are exempt.

Accessory Dwelling Units: Manufactured and modular homes are allowed to be used as ADUs. Per state statute, the City may not discriminate against such homes when they allow other traditionally-built homes.

Fee Schedule Changes: State law requires that any fees - building, planning, zoning, etc. - be calculated to ensure that they are no more than reasonably necessary to cover the costs to process an application and inspect and review plans. Additionally, these fees may only be increased every 5 years and only at the rate of inflation. Due to this, the Planning Department has evaluated the costs related to each permit and process the Department is responsible for and are proposing new fees that are more in line with these costs of doing business. Please see page 6 for the Planning Department's proposed updated fee schedule.

State of IN addressing housing supply

In April 2026, the State passed legislation requiring municipalities to hold a public hearing by the end of the year to determine if they are adequately promoting housing development in their communities. The legislation required communities to report back what was heard and what initiatives they may or may not be taking as a result of the meeting.

In response to this legislation, we held a special session of the Plan Commission on June 30, 2026 where local developers were invited to address a number of topic related to how the UDO regulates housing. At this meeting, a number of people commended the City on making permitting and development an easy process. Many felt that the UDO, developed in 2021, really moved the needle on getting housing projects approved throughout the City. A few suggestions were made to help move the needle on developing underutilized or vacant properties.

Proposed changes to address housing supply:

Based on the feedback from this meeting, Staff is recommending two changes to the UDO:

- Changing the Minor Plat regulations to allow staff approval of a Minor Plat with 6 or less lots (up from 4), provided the plat meets all development standards and does not dedicate right-of-way.
- Eliminating the NS zone district to pave the way for former institutional properties, such as churches and schools, to be more easily redeveloped without the need for rezonings or variances (more on this on the next page).

Aligning the UDO with Federal Legislation

Federal legislation codified in the Religious Land Uses and Institutionalized Persons Act (RLUIPA) and further defined by the Supreme Court says that Churches, Mosques, Temples, etc. must be allowed in any zone district that allows other places of assembly (e.g. movie theaters, music venues, fraternal organizations, etc). The UDO did not adequately address this and so we are updating use tables to allow Churches/Temples/ Mosques as a permitted use in CD, CG, CH, and CN zone districts



Planning Department Suggested Changes

Elimination of the NS zone district

The NS (Institutional) zone district served to provide a space for uses that didn't easily fall within the three main zone categories - Commercial, Residential, or Industrial. Such uses include schools, churches, and government facilities. In recent years, Staff has noticed that the NS district is becoming increasingly less necessary (due to legislative changes for churches and schools discussed earlier) and rather problematic when it comes to redevelopment of properties once the institutional use ceases to exist (e.g. the closing of a church or school). In order to redevelop these properties, developers must seek rezonings or other approvals. By eliminating the NS district, Staff hopes that redevelopment of these properties will become easier.

In order to eliminate the zone district, we will need to transfer all the NS-zoned properties to another zone district. Luckily most of the NS uses are already allowed in other zone districts so making a transition is not all that difficult. This code update will be followed by a zoning map update whereby each NS-zoned parcel in the City is rezoned based on existing use and neighborhood context.

The existing zoning and proposed zoning maps are available on our website at www.cityofjeff.net/land-use-zoning.

In order to eliminate this zoning district and ensure adequate locations for the listed uses under the NS zoning, we are proposing the following changes to the use tables in Article 3 and the Use Matrix in Appendix A:

- Ball Fields will be added as Special Exceptions in A1 and CG.
- Banquet Halls/Event Spaces will be added as Special Exceptions in A1.
- Child Care Institutions will be permitted in M2 and M3.
- Fraternal Organizations/Private Clubs will be added as Special Exceptions in A1 and CN.
- Funeral homes will be permitted in CG, and added as a Special Exception in CN.
- Government Buildings/Offices will be permitted in CG.
- Nursing Homes will be permitted in M2.
- Public Parks will be permitted in all zones.
- Residential Facilities for the Developmentally Disabled/Mentally Ill will be added as a Special Exception in M2.
- Sewage Treatment Plants will be added as Special Exceptions in I2.



Map of a number of NS-zoned properties (light green) near Downtown Jeffersonville.

Planning Department Changes Cont...

Combination of C1 and C2 zone districts.

The C1 (Commercial - Medium Scale) and C2 (Commercial - Large Scale) zone districts serve as the main commercial zones outside of the Downtown area. Historically, the C2 district served as a placeholder for large-scale developments that were held in common ownership, such as strip centers and malls. This development pattern is becoming increasingly rare as most developers are now seeking to divide up large properties among smaller users. This is making the C2 classification less necessary and has led to an increase in nonconformities and/or variance requests when properties are subdivided.

Combining the two districts will provide a uniform zone district for commercial developments and reduce the need for variances and modifications. Additionally, the two zones share over 85% of the same permitted and special exception uses, making the two zones rather redundant. The new zone CG (Commercial - General) will largely be governed by the C1 zone development standards.

Additional smaller changes

Article 3 & Use Matrix

- Adding construction equipment rental as a new use - allowing in I1 and I2; special exception in IN
- Adding home occupation #1 (mostly light office work) as a permitted use in M2 & M3

Article 6:

- Adds standards for private roads and caps the number of housing units that can be served by private roads.

Article 7:

- New front porches may encroach into front setbacks provided they meet a number of standards.
- Minor changes and clarification to driveway standards.
- Adds standards for blinking lights in all districts.
- Clarifies signage standards for windows, multi-tenant buildings, and construction areas.
- Adds exemptions for wall-mounted flag signs in CD and CN districts

Article 8:

- Clarifies standards for food trucks, door-to-door merchants, and seasonal merchants.
- Clarifies setback standards for vehicle charging stations.

Article 10:

- Adds procedures for fence permits

Article 12:

- Adding and clarifying a number of definitions

Proposed Fee Schedule Changes

Application Type	Existing Fees	Estimated Actual Cost	Proposed Fees	Additional Details
Administrative Appeal	\$250	\$779.23	\$500	+Notice Fee
Certificate of Zoning Compliance	\$50	\$60.00	\$60	
Development Plan	\$500	\$600.00	\$600	
Improvement Location Permit	\$25	\$75.00	\$50	
Mobile Vendor Permit (Door-to-Door)	\$100/mo, \$300/yr	\$150.00	\$150	+Background Check
Seasonal Merchant Permit	\$50/event	\$150.00	\$150	+Background Check
Mobile Vendor Permit (Food Truck)	\$50/event, \$250/yr	N/A	N/A	
Plat: Minor	\$250	\$402.00	\$350	
Plat: Minor (w/PC Hearing)	\$250	\$932.02	\$500	+Notice Fee
Plat: Primary	\$600 + \$50/lot	\$932.02 + \$20/lot	\$900 + \$20/lot	+Notice Fee
Plat: Secondary	\$200	\$522.00	\$350	
Plat: Secondary (w/PC Hearing)	\$200	\$952.02	\$500	+Notice Fee
Rezoning (to Commercial/Industrial)	\$500/\$1000/\$1500/\$1500+*	\$992.02	\$900	+Notice Fee
Rezoning (to Planned Development)	\$1000	\$1472.02	\$1400	+Notice Fee
Rezoning (to Multi-family)	\$350/\$350+/\$500+*	\$992.02	\$720	
Rezoning (to SF Residential)	\$350/\$350+/\$500+*	\$992.02	\$600	+Notice Fee
Sign Permit	\$15 + \$0.50/sf (\$25 min.)	\$120.00 (avg)	\$50+\$20/add'l sign	
Special Exception (Comm./Ind.)	\$300	\$856.46	\$700	+Notice Fee
Special Exception (M.F./Inst.)	\$300	\$856.46	\$560	+Notice Fee
Special Exception (Residential)	\$300	\$856.46	\$465	+Notice Fee
Tent Permit	\$50	\$90.00	\$75	
Use Variance (Comm./Ind.)	\$1000	\$1036.45	\$1000	+Notice Fee
Use Variance (M.F./Inst.)	\$350	\$1036.45	\$800	+Notice Fee
Use Variance (SF Residential)	\$350	\$1036.45	\$600	+Notice Fee
Dev. Stds. Variance (Comm./Ind.)	\$500	\$856.46	\$700	+Notice Fee
Dev. Stds. Variance (M.F./Inst.)	\$500	\$856.46	\$560	+Notice Fee
Dev. Stds. Variance (Residential)	\$250	\$856.46	\$465	+Notice Fee
Notification Fee	\$30	\$35.23	\$35	

*Dependent on Acreage

Summary

In summary, this code update intends to

- Address a number of State mandated changes
- Ensure compliance with federal regulation on churches
- Remove the problematic NS (Institutional) zone district
- Combine the C1 and C2 zone districts into one new GC (General Commercial) district
- Address minor changes needed within the document, and
- Revamp our schedule of fees last updated 5 years ago.

Please note: This revision will **NOT** address the zoning of data centers that are currently under a moratorium. This issue will be addressed in a separate ordinance update at a later date and time.

If you have questions, please contact us:

Chad Reischl, Director

City of Jeffersonville Planning and Zoning Department

812-285-6413

creischl@cityofjeff.net

www.cityofjeff.net/planning-and-zoning

