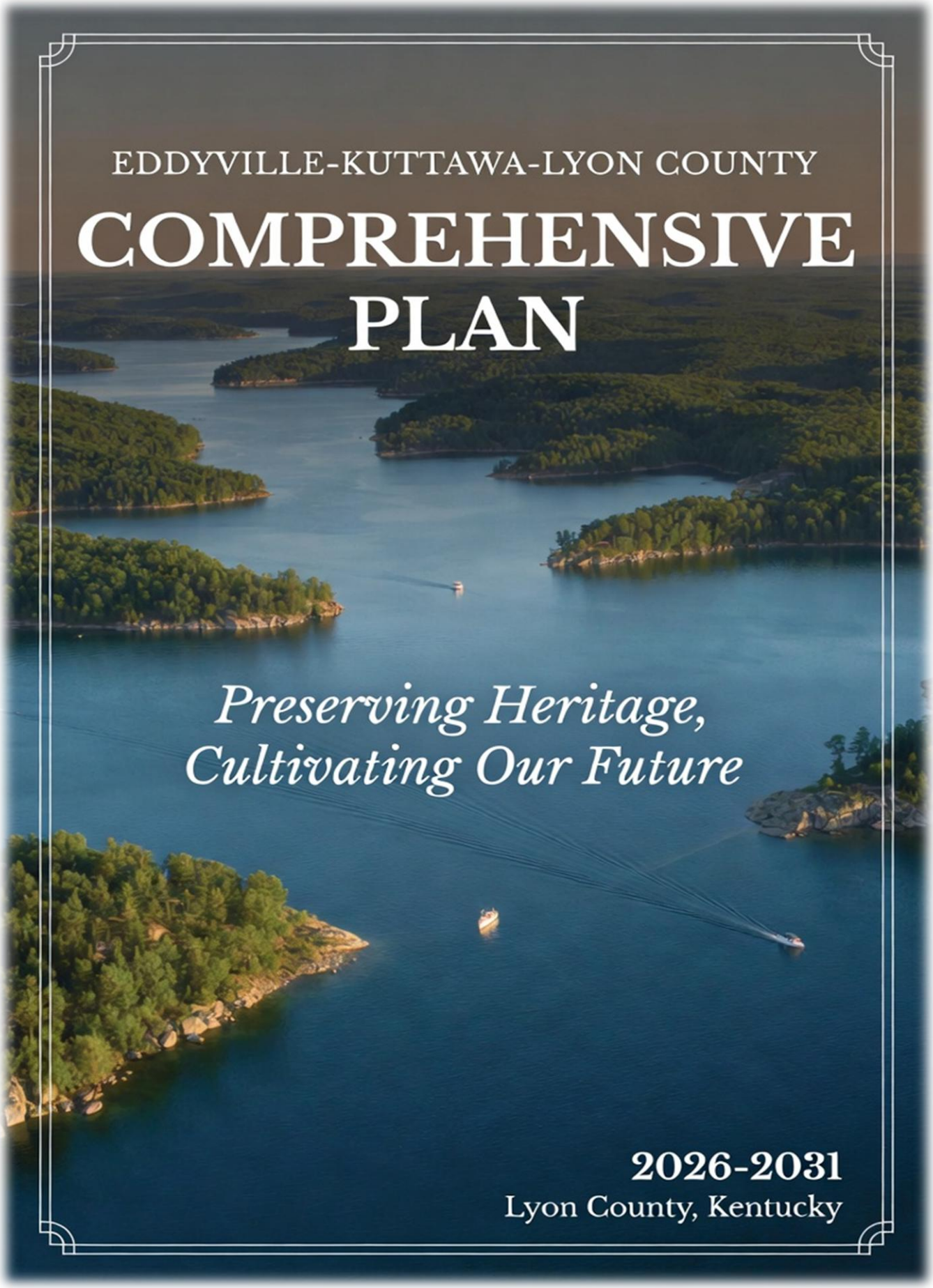

EDDYVILLE-KUTTAWA-LYON COUNTY
COMPREHENSIVE PLAN
Preserving Heritage,
Cultivating Our Future
2026-2031
Lyon County, Kentucky

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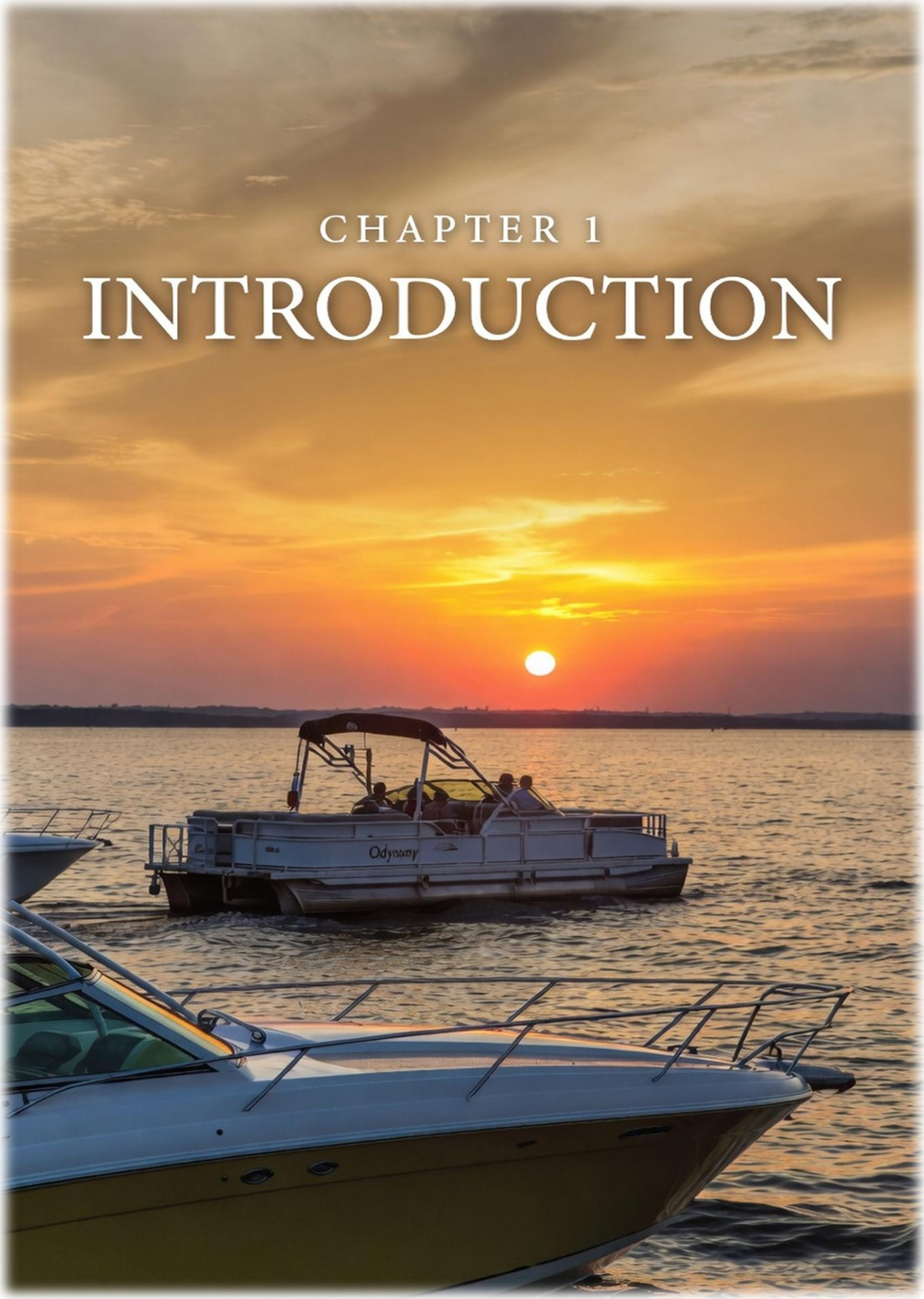
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CHAPTER 1
INTRODUCTION

The Comprehensive Plan

A Comprehensive Plan serves as a community's compass for the future development of the community. It is an all-encompassing document that expresses common community values and translates a community's vision into a long-range strategy. The Comprehensive Plan provides an overview of the strengths and weaknesses while identifying the opportunities and constraints to development. The Plan identifies actionable goals and objectives for the community and provides implementation schedule to ensure progress toward the goals.

The primary purpose of a Comprehensive plan is to provide a community a clear path for decision making on the way the community will develop. Community growth can then follow direction instead of chance because community decisions link back to shared goals identified in the Comprehensive Plan.

In the absence of a Comprehensive Plan, land-use decisions are often reactive, responding only to the latest development proposal. A clear strategy shifts things ahead of the curve, guiding homes, shops, and factories toward build ready sites that provide the capacity for adequate streets, utilities, and drainage. Rather than scrambling to respond to requests, a community can shape growth where the necessary systems and functions are already in place.

It is important to distinguish the Comprehensive Plan from zoning. While zoning is comprised of the regulations or ordinances that influence how development occurs, the Comprehensive Plan explains the reasoning behind choices. It is the plan that establishes the overall vision and identity to which the community aspires.

Planning in Kentucky

In Kentucky, the rules for how a community plans its future are found in Chapter 100 of the Kentucky Revised Statutes (KRS 100). This is often referred to as "enabling legislation" because the state government is "enabling" (authorizing) local cities and counties to manage their own land use, provided they follow a specific, legal process.

The narrative of KRS 100 includes several requirements which are provided below that are related to the preparation and use of the Comprehensive Plan.

The Mandatory Foundation (KRS 100.183)

The law is very clear: if a community wants to have planning practices that include zoning laws and subdivision regulations which influence the location and intensity of new development, the community must first have a Comprehensive Plan. A community cannot practice these types of planning without a Comprehensive Plan. This ensures that a community is operating from an adopted rule book and as such every zoning decision must be based on a researched, community-backed plan.

The "Must-Have" Components (KRS 100.187)

The enabling legislation provides detail in this section on the required sections that every Comprehensive Plan must include. At a minimum, every Kentucky plan must include:

- Goals and Objectives: A statement of what the community wants to become.
- The Land Use Element: A map and description of where residential, commercial, and industrial areas should go.
- The Transportation Element: A look at roads, bike paths, and transit.
- The Community Facilities Element: Plans for parks, schools, and fire stations.

Decisions Based on Data (KRS 100.191)

The law requires that the plan be based on "research and analysis." This means the city can't just guess how many houses they need. They must look at population trends, economic forecasts, and the capacity of their existing sewers and roads. This research ensures the plan is grounded in reality, not just wishful thinking.

The Five-Year Review Requirement (KRS 100.197)

KRS 100.197 requires the Planning Commission to review the elements of the comprehensive plan at least once every five years and amend or readopt those elements as appropriate, following a public hearing. The Commission may rely on earlier research when it determines that the research remains valid. If the required review does not occur, a property owner in the planning unit may seek a court order requiring the review. The plan does not automatically expire or become invalid after five years; a court may declare it invalid only if the Commission fails to complete the review within a court-established schedule. Periodic review helps keep the Comprehensive Plan responsive to changing community conditions. (Source: KRS 100.197, https://apps.legislature.ky.gov/law/statutes/statute.aspx?id=26715.)

The People's Voice (KRS 100.193)

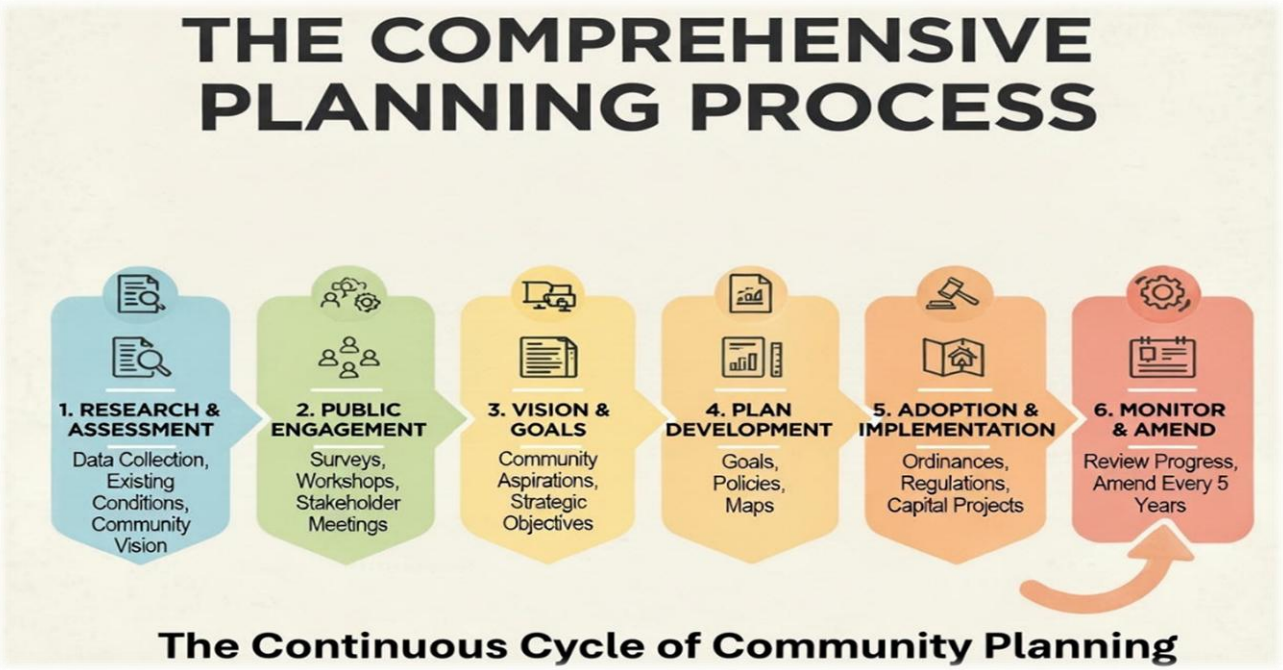
Kentucky law provides for public participation in the comprehensive planning process. Under KRS 100.193, the Planning Commission prepares and adopts the statement of goals and objectives and submits it to the legislative bodies and fiscal court for consideration, amendment, and adoption. Those bodies generally must act within 90 days; otherwise, the statement is deemed approved by operation of law. Under KRS 100.197, the Planning Commission conducts a public hearing and adopts the remaining comprehensive plan elements, including any amendments or readoptions. This process combines public input with the separate responsibilities of the Planning Commission and local elected officials. (Sources: KRS 100.193, https://apps.legislature.ky.gov/law/statutes/statute.aspx?id=26714; KRS 100.197, https://apps.legislature.ky.gov/law/statutes/statute.aspx?id=26715.)

The Planning Process

The planning process is a clear, logical, and ongoing journey instead of a one-time document. It highlights that effective community planning is cyclical. It is constantly informed by data, shaped by public input, and improved over time as conditions change.

The process starts with Research and Assessment, which forms the foundation for all planning decisions. In this stage, communities gather and analyze data about population, housing, land use, infrastructure, environmental conditions, and economic trends. Chapter 2: Community Characteristics will document existing conditions, identify strengths and challenges, and assess the community's current direction. This step ensures that planning efforts are based on facts and local realities rather than assumptions.

The process then shifts to Public Engagement, recognizing that a comprehensive plan must reflect the voices of the people it serves. Chapter 3: Community Survey includes the survey results collected at the



beginning of the planning process. Through surveys, workshops, public meetings, and discussions with stakeholders, residents, business owners, and community partners share their perspectives. This phase builds transparency and trust, helping planners understand community priorities, concerns, and aspirations.

Input collected from the public informs the Vision and Goals stage. In Chapter 4: Goals and Objectives, the community defines its long-term goals. Broad aspirations become strategic goals and measurable objectives that guide future decisions. This step provides direction and purpose, ensuring that the plan reflects a shared vision rather than just individual interests.

With a clear vision set, the process moves to Plan Development. Chapters 5-7 include the Transportation Element, the Public Facilities Element, and the Land Use Element. In these chapters of the plan the goals and objectives are shaped into formal policies, strategies, and maps. These elements identify existing conditions, state current projects underway, and outline potential projects for future years. The outcome is a cohesive, written plan that acts as a guide for growth, investment, and decision-making.

The next phase, Adoption and Implementation, brings the plan to life. The comprehensive plan is officially adopted and implemented through ordinances, regulations, capital improvement projects, and daily decisions. This step ensures that the plan actively shapes development patterns, infrastructure investments, and public policy.

The planning process concludes but also restarts with Monitoring and Amendment. Communities regularly review progress, evaluate outcomes, and update the plan as needed, usually on a five-year cycle. This reinforces the idea that planning is not static; it must evolve in response to new challenges, opportunities, and community needs. Together, these six steps create a continuous cycle of community

planning. They illustrate that comprehensive planning is an ongoing commitment to thoughtful growth, public involvement, and long-term care for the community's future.

History of Lyon County

Lyon County, Kentucky, nestled along the banks of the Tennessee River, boasts a rich history intertwined with pivotal moments in American heritage. Established in 1854 from a portion of Caldwell County, Lyon County was named in honor of Chittenden Lyon, a prominent Kentucky politician and U.S. Congressman. Its founding marked a period of agricultural expansion, with fertile lands attracting settlers keen on cultivating tobacco, corn, and hemp. (Source: Kentucky Department for Libraries and Archives, Kentucky County Formation Chart, https://kdla.ky.gov/Archives-and-Reference/Pages/Kentucky-County-Formation-Chart.aspx.)

During the Civil War (1861–1865), Lyon County, Kentucky, found itself in a complex and often dangerous position. Like much of western Kentucky, the county was caught between divided loyalties, economic disruptions, and military strategies that affected everyday life. While no major battles took place in Lyon County, the war's presence was felt deeply through its geography, political allegiances, military movements, and economic impact. During the Civil War, Lyon County witnessed significant troop movements due to its strategic location along the Cumberland and Tennessee Rivers. The Battle of Fort Donelson in nearby Dover, Tennessee, played a crucial role, influencing both military strategy and local sentiments. Post-war, the region's economy diversified, embracing industries such as timber and manufacturing, which flourished alongside continued agricultural production.

Lyon County has two (2) incorporated cities. The City of Eddyville serves as the County Seat of Lyon County. Eddyville first served as the county seat for Livingston County when it was established in 1798. At that time, the county encompassed a much larger area, including the land that would eventually become Lyon County. When Lyon County was formed in 1854 from part of Caldwell County, Eddyville became its first and only county seat, a status it continues to hold today.

Lyon County is also home to the City of Kuttawa, which was named for the Shawnee Indian word meaning 'Beautiful'. The City of Kuttawa was founded by Governor Charles Anderson in 1871 and chartered by the State of Kentucky on February 5, 1872. Anderson loved all forms of art and was an avid nature enthusiast. Combining these two interests, he became one of the earliest landscape architects in the area.

The creation of Lake Barkley is a central chapter in the history of Lyon County, marked by a dramatic transition from a river-dependent economy to a massive engineering project that resulted in the physical relocation of Eddyville and Kuttawa. The narrative of its creation is one of survival, federal intervention, and a total reimagining of the Kentucky landscape.

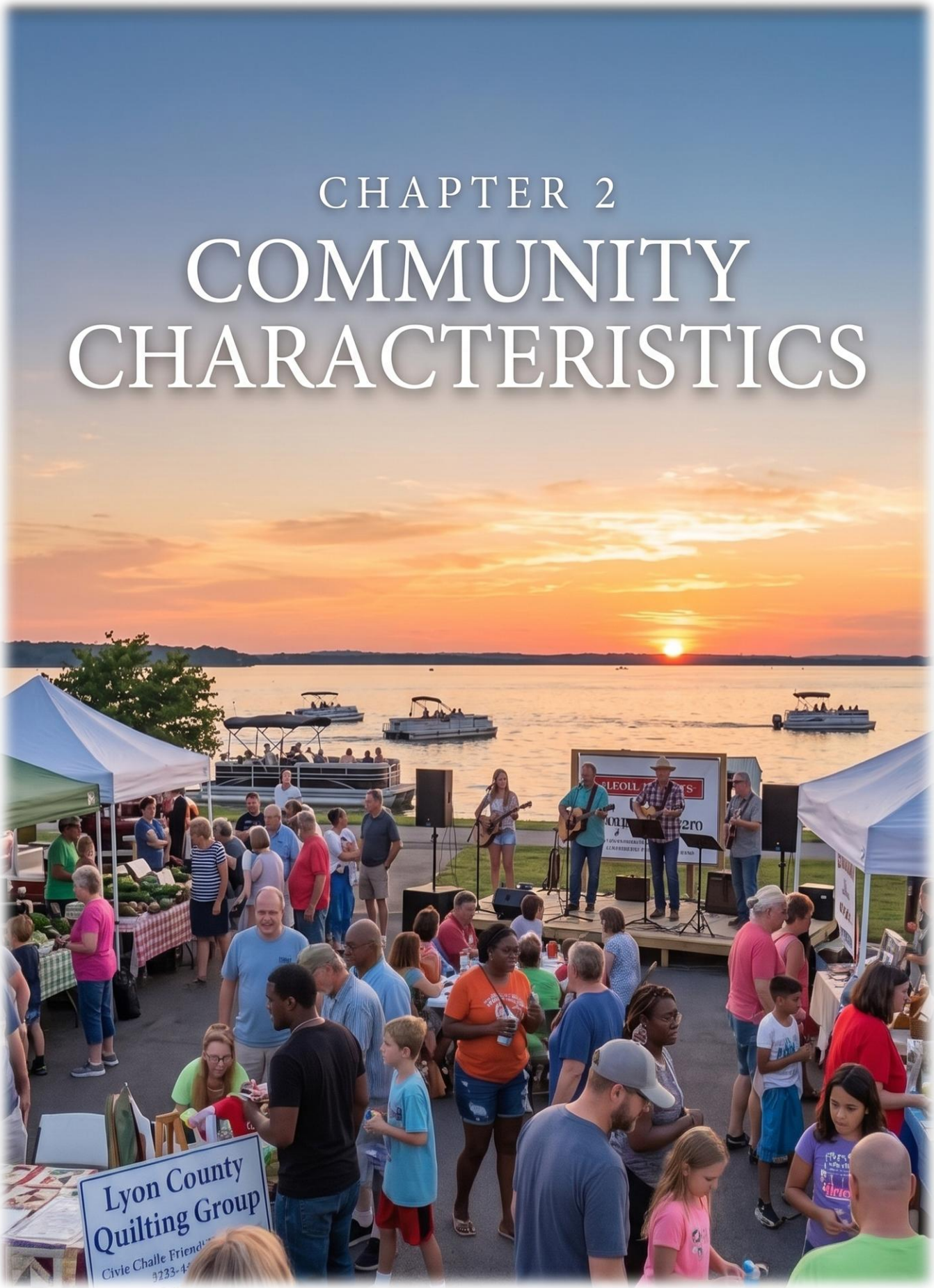
For over a century, the identity of Lyon County was tied to the Cumberland River. The towns of Eddyville and Kuttawa were bustling river ports, but they lived in a state of constant anxiety. The Cumberland River was prone to violent flooding, most notably the Great Flood of 1937, which left the towns in shambles. While the TVA was building the Kentucky Dam in the 1940s, Lyon County residents watched and waited. They saw the benefits of cheaper electricity and flood control along the Tennessee River and soon after a similar solution was being planned for the Cumberland River.

In 1954 with the passage of the River and Harbor Act, the U.S. Army Corps of Engineers began what was then called the "Lower Cumberland Project." The plan included a dam near Grand Rivers that would create a reservoir covering over 58,000 acres. For Lyon County, this meant that the very ground beneath Eddyville and Kuttawa would soon be underwater.

With construction on the dam beginning in 1957, the people of Lyon County chose not to simply abandon their hometown like others in the area had done. The residents worked together to plan their survival by moving their entire cities. Eddyville made the bold decision to move the entire town three miles north to a "plateau" that was once a large farm. Kuttawa relocated the majority of the city to higher ground, with a small portion of the "Old Kuttawa" that remained above the water line to be retained.

In July 1964, the Barkley Lock was opened to navigation, and the gates began to close. Slowly, the Cumberland River swelled, creeping over the old foundations of the original towns. A unique feature of this project was the Barkley Canal, a 1.75-mile-long channel that connected the new Lake Barkley to Kentucky Lake. This turned the land between the two rivers into a massive peninsula, eventually leading to the creation of the Land Between The Lakes (LBL) National Recreation Area. The project was officially completed in 1966.

Throughout the 20th century, Lyon County evolved into a vibrant community, bolstered by its scenic landscapes and recreational opportunities created by the Land Between the Lakes Recreational Area. Today, Lyon County blends its historic charm with modern amenities, drawing visitors to its picturesque lakeside vistas and fostering a community proud of its heritage. From its agricultural roots to its contributions to music and beyond, Lyon County, Kentucky, remains a testament to resilience and the enduring spirit of rural America.

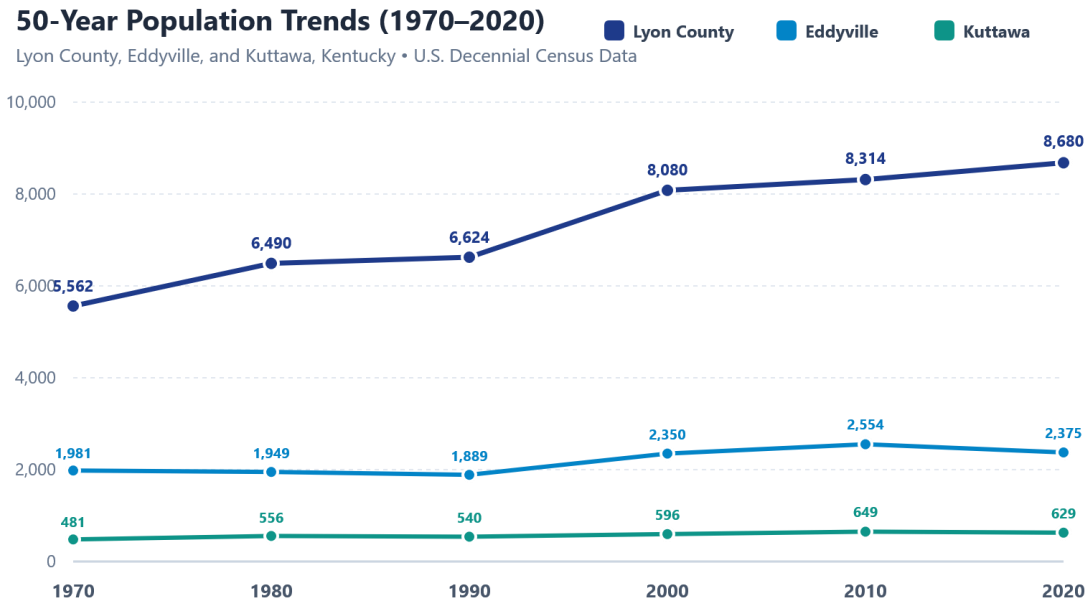


CHAPTER 2
COMMUNITY CHARACTERISTICS

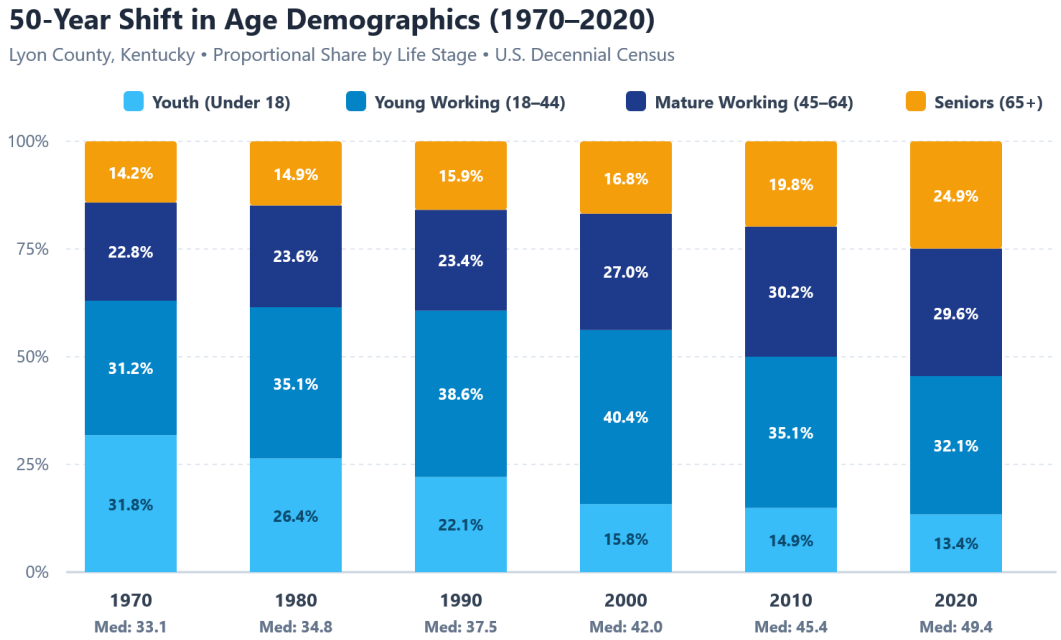
Base Study Results

Population Change Over Past 50 Years

At the time of the 2020 Census, Lyon County had 8,680 residents, including 2,375 residents in Eddyville and 629 in Kuttawa. Over the 50 years from 1970 to 2020, the county's population generally increased, although the two cities experienced periods of growth and decline. Between 1970 and 1980, the county grew by approximately 17%, Eddyville declined by about 2%, and Kuttawa grew from 481 to 556 residents, an increase of approximately 15.6%. By 1990, the county grew by about 2% while both cities experienced modest declines. The 2000 Census showed substantial growth, with the county increasing by approximately 22% and Eddyville by about 24%. Since 2000, countywide growth has been more gradual. Between 2010 and 2020, the county increased from 8,314 to 8,680 residents, while Eddyville declined from 2,554 to 2,375 and Kuttawa declined from 649 to 629. These changes show why both countywide and city-specific trends matter when planning for housing, utilities, and public services. Source: U.S. Census Bureau, Decennial Census, 1970-2020 (see accompanying chart).



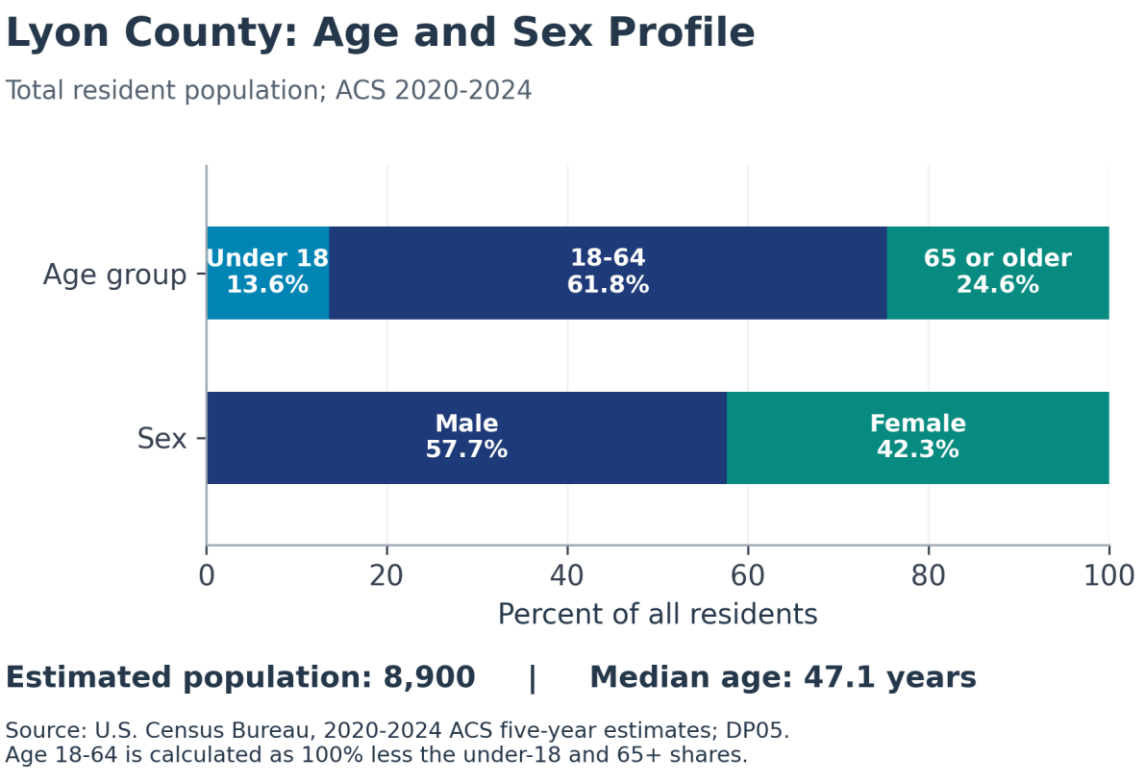
Percentage Population By Age Group



The chart shows how Lyon County's age distribution changed over the 50 years from 1970 to 2020. To make the census years comparable, age categories are grouped into four broad ranges. The share of residents under age 18 declined from 31.8% in 1970 to 13.4% in 2020. Over the same period, the share of residents age 65 and older rose from 14.2% to 24.9%. The median age increased from 33.1 to 49.4 years. These changes point to a community with fewer children as a share of its population and a growing share of older residents. They are important when considering housing options, accessible public facilities, healthcare, transportation, and recreation. Source: U.S. Census Bureau, Decennial Census, 1970-2020 (see accompanying chart).

Age distribution across groups in a community can influence a variety of factors including household composition, healthcare needs, economic development, social trends, and educational needs. Plans need to consider carefully infrastructure needs such as sidewalks, parks, and other community facilities as well as land use needs for housing, commercial, and industry.

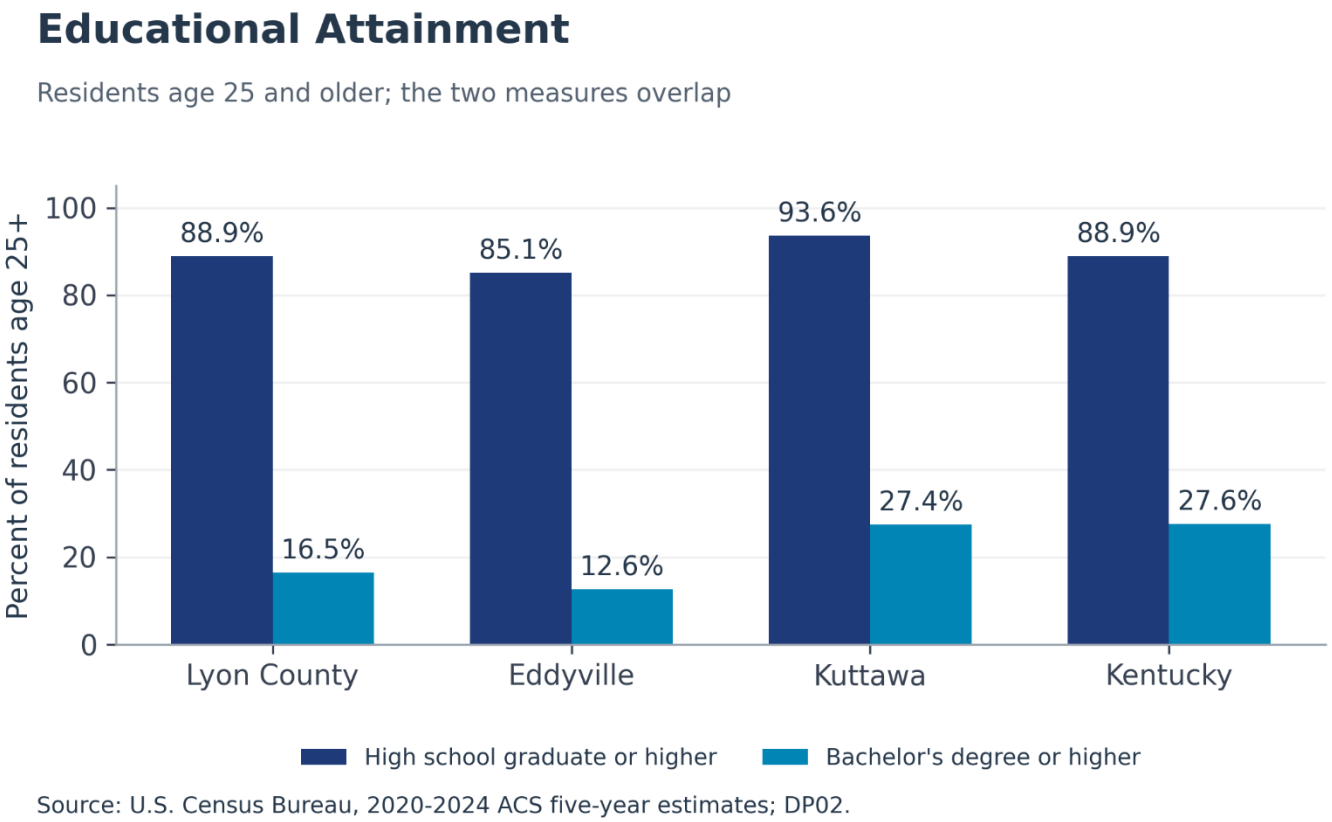
Age and Sex



The 2020-2024 ACS estimates Lyon County's population at 8,900, with a median age of 47.1 years. Residents under age 18 account for 13.6% of the population, while 24.6% are age 65 or older. Males account for 57.7% and females for 42.3%. The graphic presents age and sex as separate distributions; it does not cross-tabulate sex within each age group. These resident-population estimates include people living in group quarters, so household-based measures should also inform planning for housing and services. Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates, DP05; Lyon County, Kentucky.

Education

The accompanying chart compares educational attainment among residents age 25 and older.



Lyon County, Eddyville, and Kuttawa compared with Kentucky | ACS 2020-2024, DP02

The 2020-2024 ACS estimates that 88.9% of Lyon County residents age 25 and older have at least a high school diploma or equivalent, compared with 85.1% in Eddyville, 93.6% in Kuttawa, and 88.9% statewide. The shares with a bachelor's degree or higher are 16.5%, 12.6%, 27.4%, and 27.6%, respectively. These measures overlap: a person with a bachelor's degree is also included in the high-school-or-higher measure. The estimates support continued attention to adult education, workforce training, and postsecondary opportunities. Small-city estimates have substantial margins of error, so differences should not be treated as precise rankings. Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates, DP02.

A balanced mix of residents with varying levels of educational attainment will result in a community that can support a diversified economy including a balanced mix of industry, healthcare, and professional services. Communities with an educated population will have the workforce to support a culture of innovative and collaborative businesses and industries. Educational attainment can also influence the existence or development of cultural and artistic communities within the county.

Data Sources and Interpretation

The age and sex, education, residential mobility, labor force, industry, income, poverty, and housing displays that follow use the 2020-2024 American Community Survey five-year estimates. They describe a five-year period, not a count taken on one day in 2024. Income amounts are expressed in 2024 inflation-adjusted dollars. Historical decennial Census charts and the Kentucky State Data Center projections retain their separately identified dates.

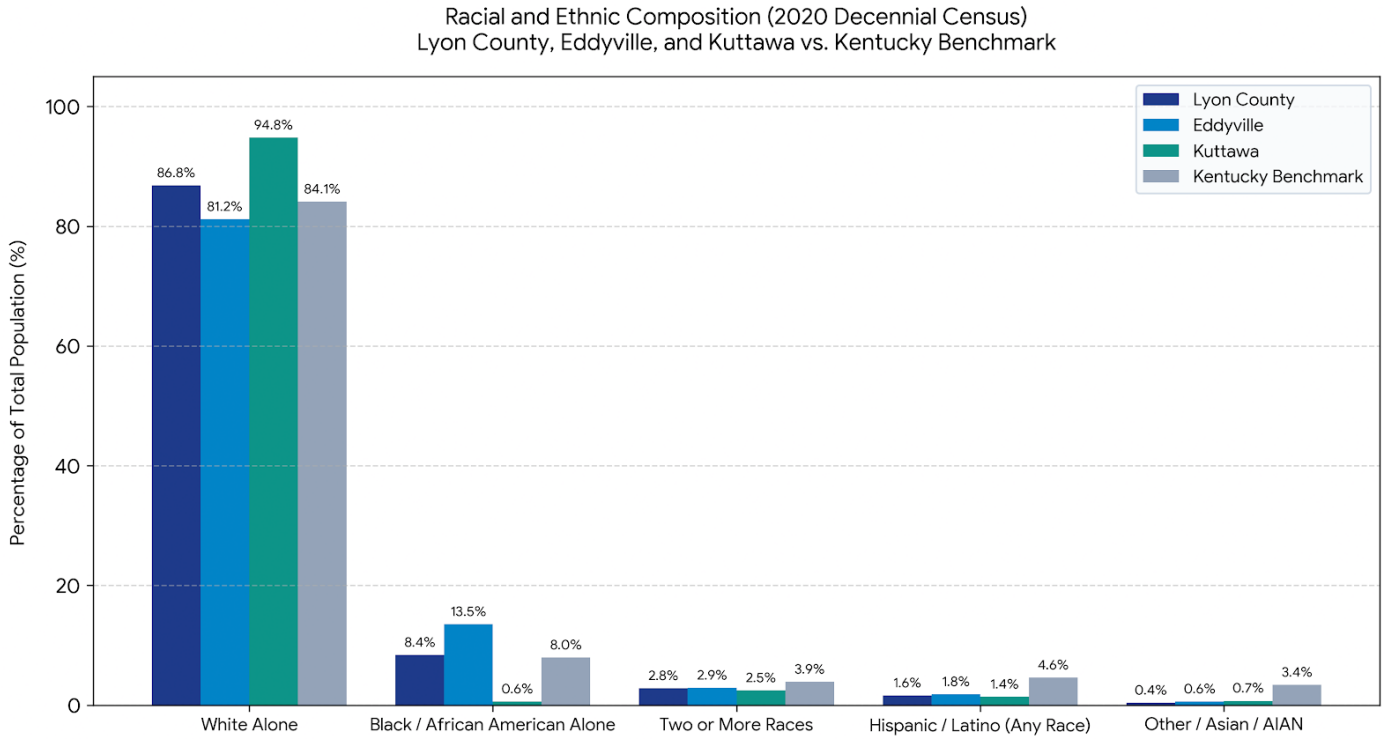
The geographic areas are Lyon County (GEOID 21143), Eddyville city (2123824), Kuttawa city (2143264), Kentucky (21), and the United States where shown. City figures refer to incorporated places, not ZIP codes. Population, households, occupied housing units, all housing units, employed residents, and workers are different statistical populations. Each display identifies the applicable denominator.

Table references: DP02, Selected Social Characteristics; DP03, Selected Economic Characteristics; DP04, Selected Housing Characteristics; DP05, Demographic and Housing Estimates; C24030, Sex by Industry for the Civilian Employed Population 16 Years and Over. Percentage complements and occupancy shares are calculated from published estimates. Rounding can affect totals. Small-city estimates carry substantial sampling uncertainty; an estimated zero is not proof that none exist.

Source access: data.census.gov (ACS 2024 five-year Data Profiles). County and state benchmarks were checked against Census QuickFacts. Additional Census estimates are reproduced by Census Reporter (censusreporter.org), Data USA (datausa.io), and PlainCities (plaincities.com). These services are not the Census Bureau. Source tables, reference periods, geography, and denominators are identified with each display. All statistical estimates remain subject to sampling and nonsampling error.

Population By Race

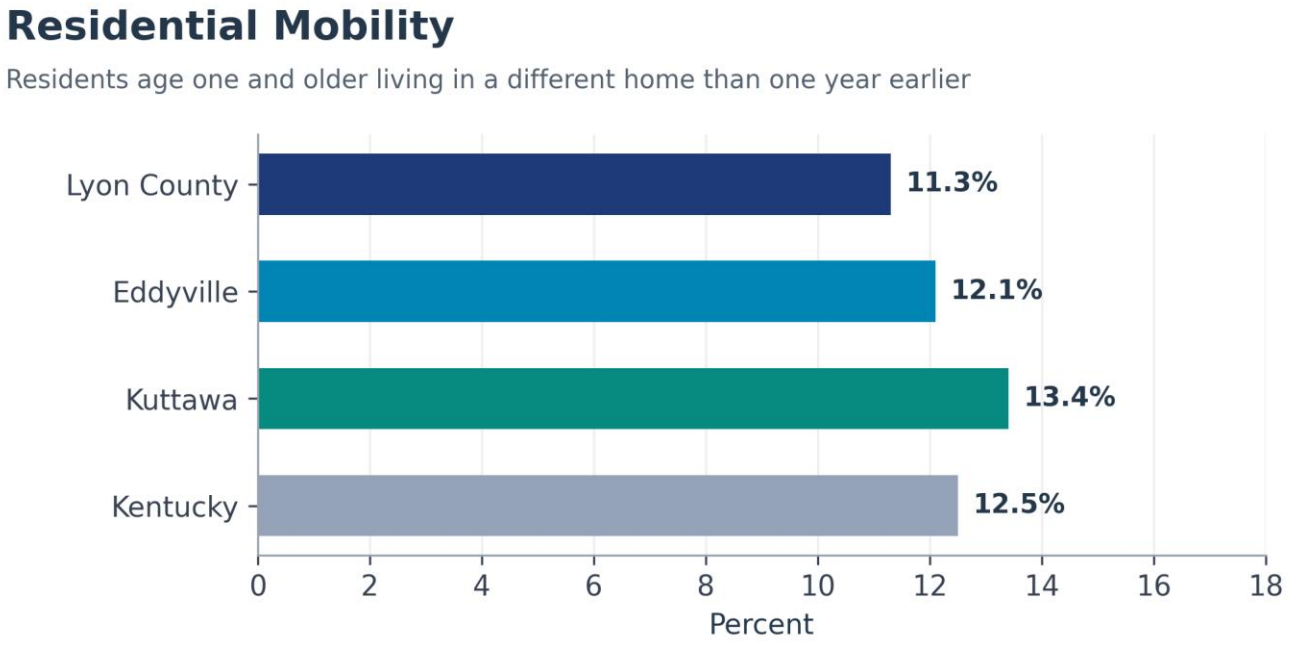
The table below provides information on the racial diversity of the region. Before analyzing the diversity of the region, it's important to identify and understand how community diversity influences economic development. Community diversity introduces expanded languages and ways of communicating, introduces different perspectives on community issues, innovative ideas, and increased knowledge. A diverse community typically has more small business and a strong self-employed workforce that create and fortify the neighborhoods in which they are located, in addition to contributing to the community tax base. When viewed as a whole, the Pennyrile region is 80% Caucasian, 11% African American, and the remaining 8% is comprised of other races. A review of the racial composition of Lyon County revealed a composition similar to the Pennyrile region as a whole. In Lyon County, nearly 90% of the residents identify as Caucasian, with 10% being of a minority race. The City of Eddyville is 81% Caucasian and 19% of a minority race. Kuttawa is comprised of nearly 95% Caucasian and 5% minority races.



As with each section of this analysis, the impact of the group quarters at the correctional facility must be considered. When this subsection of the population of the City of Eddyville is removed the racial characteristics of the City of Eddyville are much like that of the City of Kuttawa and Lyon County as a whole. When planning for public facilities, housing, and economic development, the non-institutional demographics should be referenced to ensure the needs of the citizens are being addressed.

Migration and Residential Mobility

Residential mobility describes whether residents lived in the same home one year earlier. It helps communities consider housing turnover and access to services, but it is not a measure of net migration or total population growth.



Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates; DP02.

The 2020-2024 ACS estimates that 11.3% of Lyon County residents age one and older lived in a different home one year earlier. The comparable shares are 12.1% in Eddyville, 13.4% in Kuttawa, and 12.5% statewide. These percentages include moves within a community as well as moves from elsewhere. They are calculated as 100% minus the share living in the same house one year earlier. Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates, DP02.

This measure does not establish the number of people moving into or out of Lyon County, their counties of origin, or their reasons for moving. It also does not measure births and deaths. Those questions require separately dated population-estimate components or migration-flow data.

Planning should accommodate both established residents and households changing homes. A range of housing choices, reliable water and wastewater service, and access to employment and community facilities can support that goal while protecting the character of existing neighborhoods.

ECONOMIC FACTORS

Reviewing the economic factors of Lyon County is essential to providing a basis for the Comprehensive Plan that will foster and encourage planned development, sound allocation of resources, economic growth or shifts, a focus on housing needs, and plans to address infrastructure gaps and needs. The result of including economic considerations into the analysis is to strive for steady growth by balancing current conditions with anticipated future trends.

Labor Force and Commuting Indicators

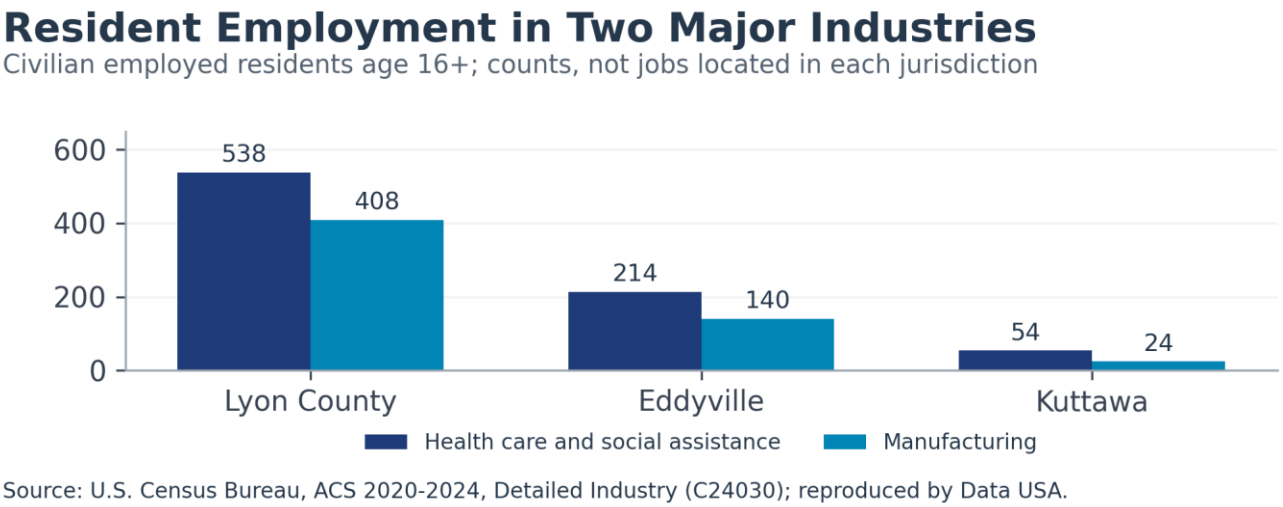
Labor-force participation measures the share of residents age 16 and older who work or seek work, including Armed Forces personnel. The civilian unemployment rate uses the civilian labor force as its denominator. The commuting rows describe workers, not all residents.

Measure	United States	Kentucky	Lyon County	Eddyville	Kuttawa
In labor force (age 16+)	63.5%	59.7%	42.5%	36.8%	33.2%
Not in labor force (age 16+)	36.5%	40.3%	57.5%	63.2%	66.8%
Civilian unemployment rate	5.2%	4.9%	2.9%	2.8%	0.5%
Drove alone (% of workers)	68.8%	76.6%	85.9%	87.1%	80.0%
Carpooled (% of workers)	8.5%	9.3%	4.2%	5.3%	7.0%
Walked (% of workers)	2.4%	2.0%	4.3%	1.1%	9.7%
Worked from home (% of workers)	15.1%	10.2%	4.8%	6.2%	3.2%
Mean trip to work (minutes)	26.4	24.0	28.3	26.8	28.4

Labor-force participation is estimated at 42.5% in Lyon County, 36.8% in Eddyville, and 33.2% in Kuttawa, compared with 59.7% in Kentucky and 63.5% nationally. Civilian unemployment is estimated at 2.9%, 2.8%, and 0.5% in the three local jurisdictions. Low participation is not the same as high unemployment; retirement and institutional populations can affect the resident population included in these measures. The small-city estimates should be read with caution. Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates, DP03.

Employment By Industry

Industry data describe the sectors in which employed residents work. They do not count jobs physically located in a jurisdiction or identify individual employers.

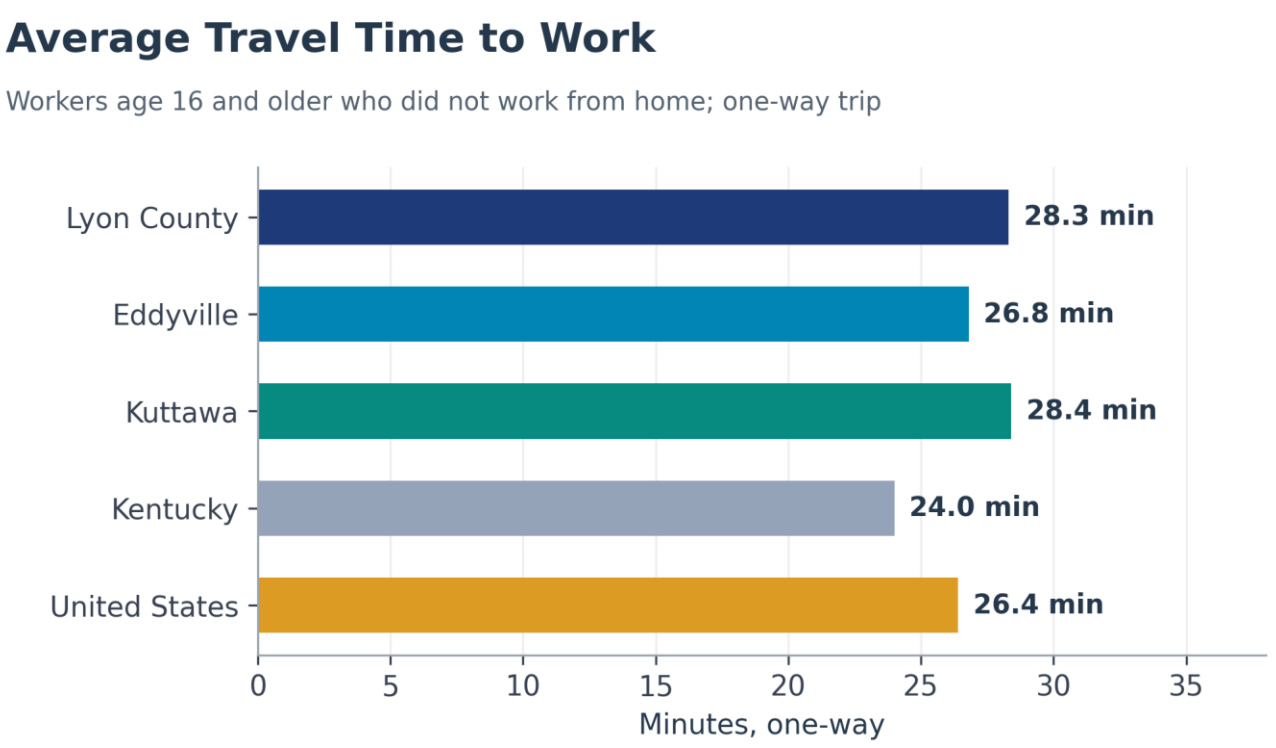


Source: U.S. Census Bureau, ACS 2020-2024, Detailed Industry (C24030); reproduced by Data USA.

The ACS estimates 3,258 employed residents in Lyon County, including 538 in health care and social assistance and 408 in manufacturing. Eddyville has 936 employed residents, including 214 and 140 in those two industries; Kuttawa has 187, including 54 and 24. The chart compares the same two Census industry categories across the county and both cities. Public administration is a separate industry and should not be treated as a count of correctional employment. Source: U.S. Census Bureau, 2020-2024 ACS, C24030, as reproduced by Data USA.

Commute

Commuting measures help local governments plan roadway access, pedestrian connections, and transportation options. The following chart reports average travel time, not the number of workers crossing the county boundary.



Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates; DP03.

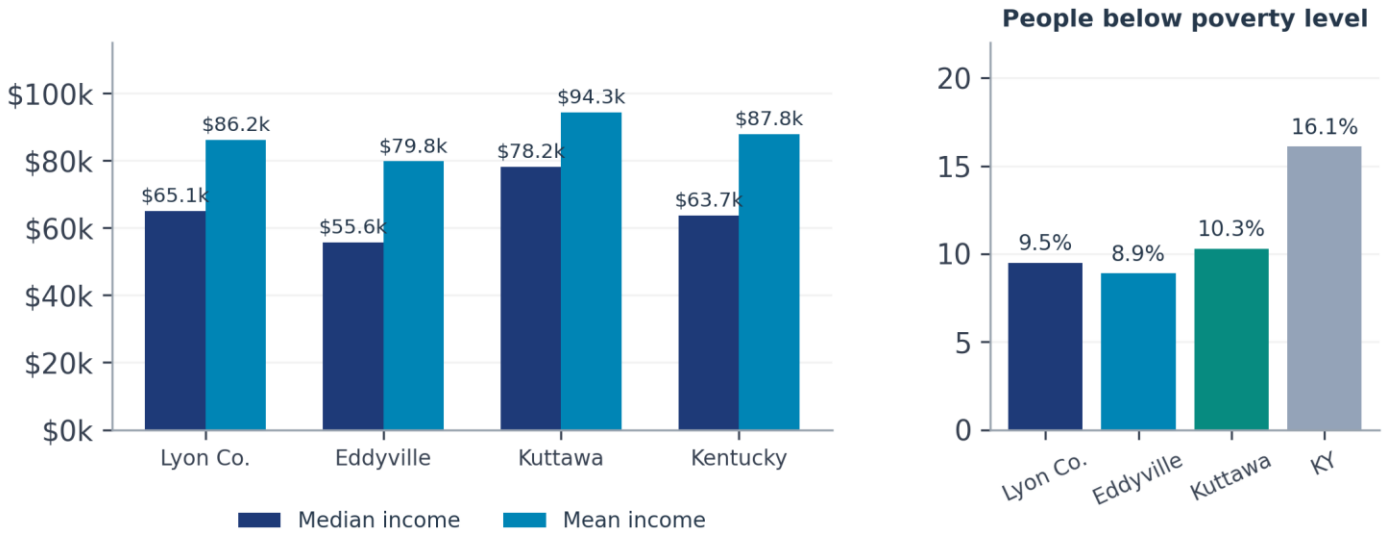
The mean one-way trip to work is estimated at 28.3 minutes for Lyon County residents, 26.8 minutes for Eddyville residents, and 28.4 minutes for Kuttawa residents. Kentucky averages 24.0 minutes and the United States 26.4 minutes. These estimates cover workers age 16 and older who did not work from home. They do not identify destinations, origins, or commuter inflow and outflow. Maintaining safe access to employment and evaluating transportation needs remain useful planning priorities. Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates, DP03.

Income

Household income is an important consideration in comprehensive planning as it influences housing affordability, economic development, transportation, quality of life, and overall community development. By incorporating household income data into planning processes, communities can develop strategies that meet the diverse needs of the current residents as well as potential future residents.

Household Income and Poverty

2020-2024 ACS five-year estimates; household income in 2024 dollars



Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates; DP03.
Poverty covers people for whom poverty status is determined. Small-city estimates carry substantial sampling uncertainty.

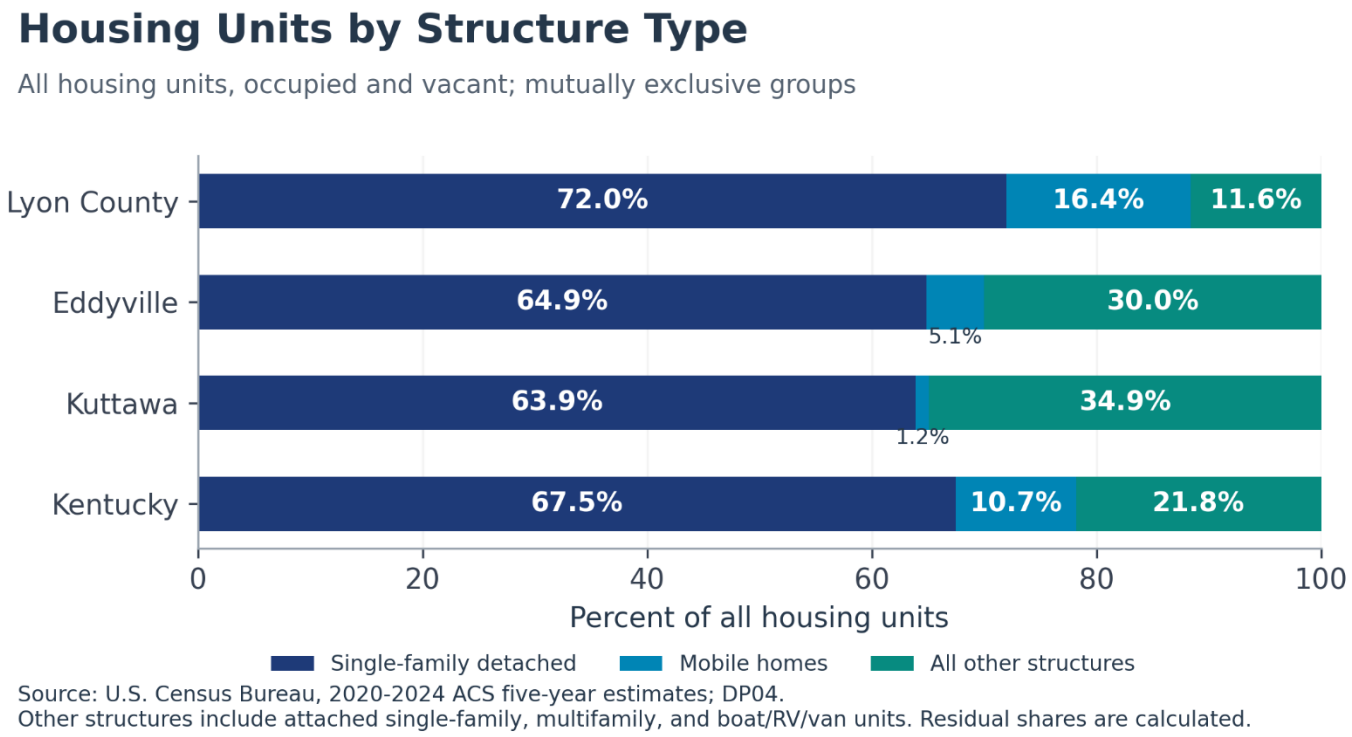
Median household income is estimated at $65,066 in Lyon County, $55,625 in Eddyville, $78,214 in Kuttawa, and $63,726 statewide. Mean household incomes are $86,212, $79,772, $94,283, and $87,807, respectively. All amounts are in 2024 inflation-adjusted dollars. The median represents the midpoint, while the mean is the arithmetic average. These household-based measures exclude people living only in institutional group quarters. The city medians have wide 90% margins of error: $15,920 for Eddyville and $22,118 for Kuttawa. Differences should therefore not be described as statistically established without testing. Source: U.S. Census Bureau, 2020-2024 ACS, DP03.

Poverty

The ACS estimates poverty rates of 9.5% in Lyon County, 8.9% in Eddyville, 10.3% in Kuttawa, and 16.1% statewide. The denominator is the population for whom poverty status is determined, not every resident. The city estimates carry substantial sampling uncertainty and do not support a precise ranking of local hardship. Planning should continue to address practical barriers to stable housing, employment, childcare, healthcare, and transportation. Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates, DP03. These figures should not be mixed with poverty estimates from a different Census program or year.

HOUSING

Housing Units By Type



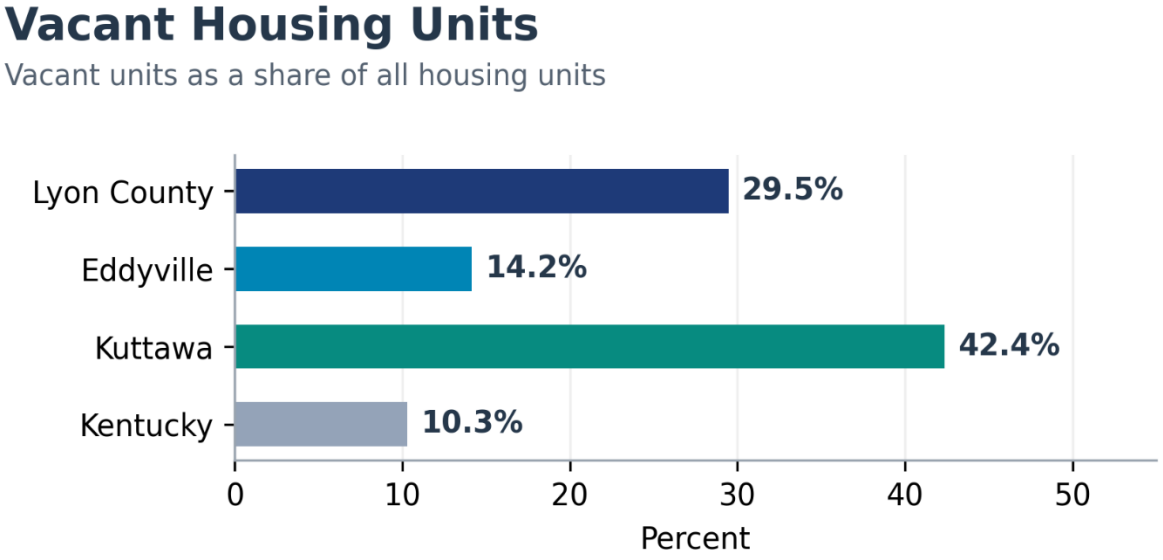
Single-family detached homes account for an estimated 72.0% of all housing units in Lyon County, 64.9% in Eddyville, 63.9% in Kuttawa, and 67.5% statewide. Mobile homes account for 16.4%, 5.1%, 1.2%, and 10.7%, respectively. The remaining category includes attached single-family homes, multifamily buildings, and other structures. The denominator includes both occupied and vacant units. A mix of housing types can serve households with different needs and budgets. Source: U.S. Census Bureau, 2020-2024 ACS, DP04; residual shares calculated from published percentages.

Vacancy

	United States	Kentucky	Lyon County	Eddyville	Kuttawa
HOUSING OCCUPANCY					
Total housing units	143,775,355	2,023,116	4,847	1,081	413
Occupied housing units	89.9%	89.7%	70.5%	85.8%	57.6%
Vacant housing units	10.1%	10.3%	29.5%	14.2%	42.4%
Homeowner vacancy rate	0.9%	0.9%	0.9%	0.0%	4.8%
Rental vacancy rate	5.5%	4.6%	1.3%	2.1%	0.0%

The ACS estimates 4,847 housing units in Lyon County, of which 3,419 are occupied and 1,428 are vacant. The vacant share is therefore 29.5%, compared with 14.2% in Eddyville, 42.4% in Kuttawa, 10.3% in Kentucky, and 10.1% nationally. Not all vacant homes are available for year-round sale or rent. Vacancy may include seasonal use, units offered for sale or rent, and other circumstances. The table and chart use the same total-housing-unit denominator and estimate period. Source: U.S. Census Bureau, 2020-2024 ACS, DP04; occupancy percentages calculated from published counts.

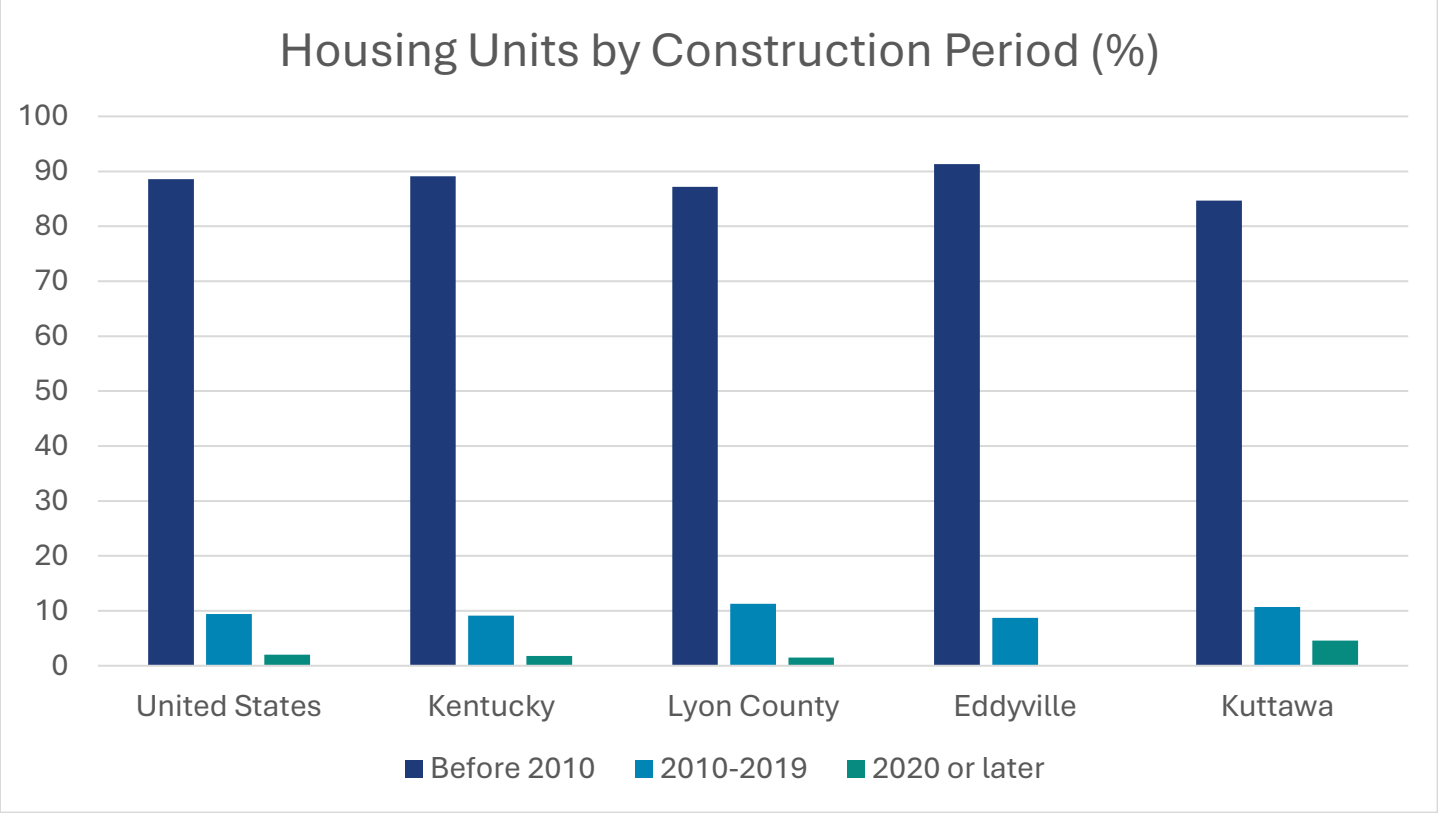
Homeowner and rental vacancy rates describe the housing market differently from the overall vacant share. The homeowner vacancy rates are 0.9% for Lyon County, 0.0% for Eddyville, and 4.8% for Kuttawa; rental vacancy rates are 1.3%, 2.1%, and 0.0%. Small samples can produce large margins of error, especially in Kuttawa, so a reported zero is not evidence that no units are available. The chart below shows total vacancy. Seasonal, for-sale, for-rent, and other vacant units are not separated in this display. Source: U.S. Census Bureau, 2020-2024 ACS, DP04.



Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates; DP04. Calculated from total and occupied housing-unit counts.

Age of Housing Stock

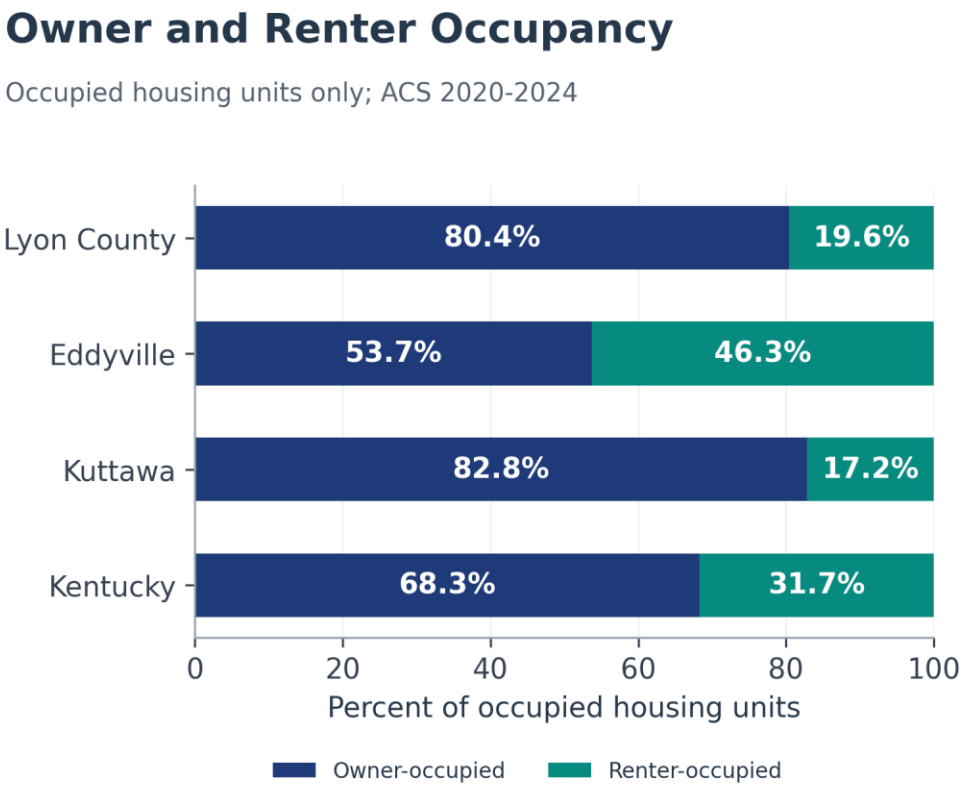
Housing age helps communities consider maintenance, energy efficiency, accessibility, and reinvestment needs. The chart groups the housing inventory by construction period: before 2010, 2010-2019, and 2020 or later.



Approximately 87.2% of Lyon County housing units were built before 2010, compared with 91.3% in Eddyville and 84.7% in Kuttawa. The shares built in 2010-2019 are 11.3%, 8.7%, and 10.7%; the shares built in 2020 or later are 1.5%, 0.0%, and 4.6%. The before-2010 shares are calculated from the two more recent categories. These are estimates of the housing inventory, not annual building-permit counts. Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates, DP04.

Older housing is not necessarily in poor condition. Rehabilitation, energy-efficiency improvements, and accessible design can help residents remain in their homes. An estimated zero for recent construction in a small community should be interpreted with its sampling uncertainty, not as proof that no new homes were built.

Ownership and Rental



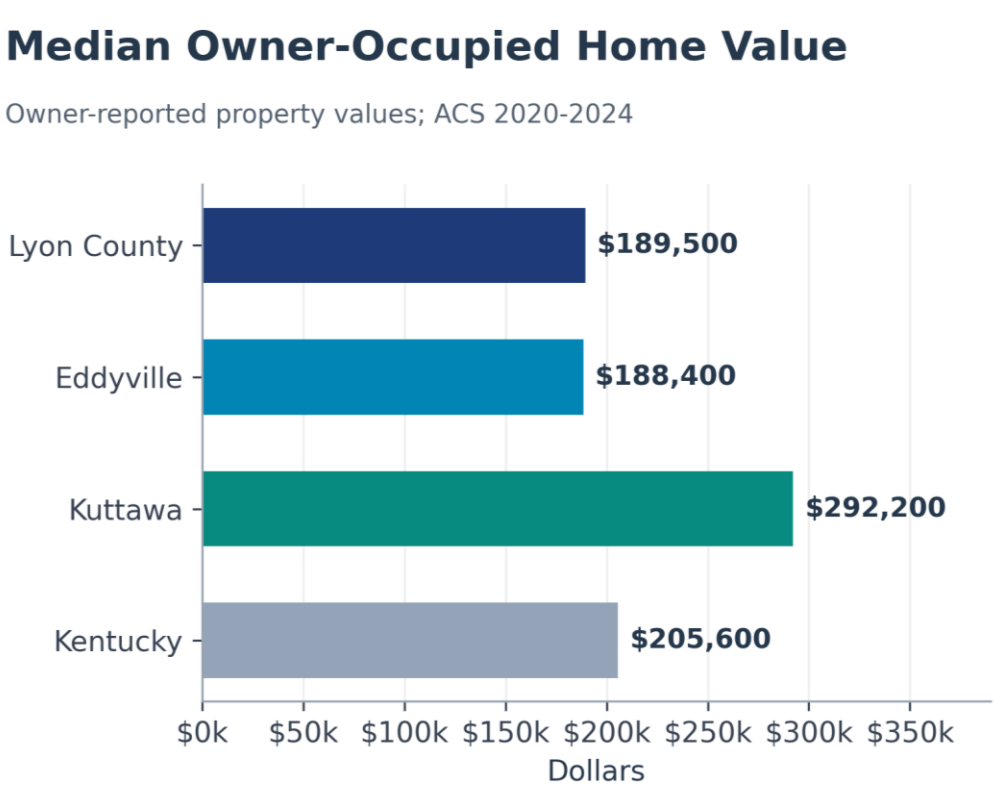
Source: U.S. Census Bureau, ACS 2020-2024, DP04.

Owner-occupied units account for 80.4% of occupied housing in Lyon County, 53.7% in Eddyville, 82.8% in Kuttawa, and 68.3% statewide. Renter-occupied units account for the remaining 19.6%, 46.3%, 17.2%, and 31.7%. These are percentages of occupied housing units, not percentages of residents or all housing units. Vacant and seasonal units are outside this denominator. Both ownership and rental options are important to serving households at different life stages and income levels. Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates, DP04.

Home Values and Housing Market Profile

Measure	United States	Kentucky	Lyon County	Eddyville	Kuttawa
All housing units	143,775,355	2,023,116	4,847	1,081	413
Occupied housing units	129,227,496	1,814,469	3,419	928	238
Owner share of occupied units	65.2%	68.3%	80.4%	53.7%	82.8%
Renter share of occupied units	34.8%	31.7%	19.6%	46.3%	17.2%
Vacant share of all units	10.1%	10.3%	29.5%	14.2%	42.4%
Median household income	$80,734	$63,726	$65,066	$55,625	$78,214
Median owner-occupied value	$332,700	$205,600	$189,500	$188,400	$292,200
Median monthly owner costs, mortgage	$1,963	$1,433	$1,376	$1,459	$2,000

The housing profile uses one ACS period for home values, tenure, income, occupancy, and owner costs. Median owner-occupied home values are $189,500 in Lyon County, $188,400 in Eddyville, $292,200 in Kuttawa, $205,600 in Kentucky, and $332,700 nationally. These are owners' estimates of property value, not recent sale prices. Kuttawa's estimate has a 90% margin of error of $40,179; its small housing stock requires cautious interpretation. Home values alone do not establish affordability: household income, financing, taxes, insurance, and available housing choices also matter. Source: U.S. Census Bureau, 2020-2024 ACS, DP03 and DP04.



Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates; DP04.

Selected Monthly Owner Costs

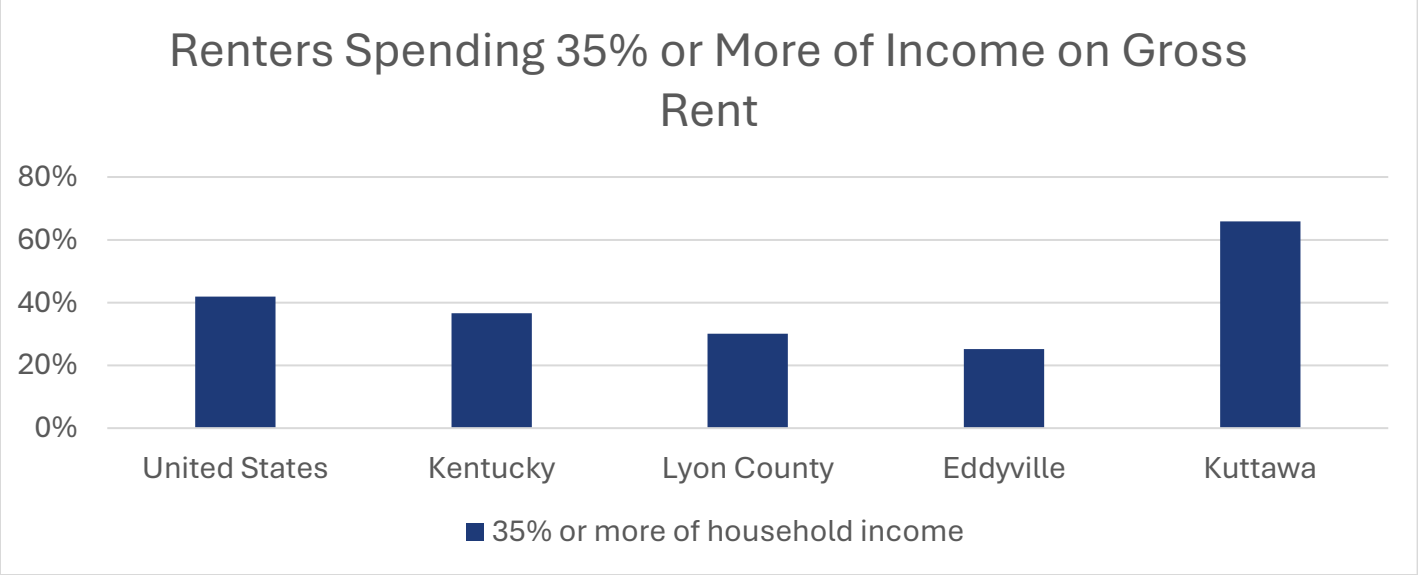
Measure	United States	Kentucky	Lyon County	Eddyville	Kuttawa
Median monthly owner costs, with mortgage	$1,963	$1,433	$1,376	$1,459	$2,000

For owner-occupied housing units with a mortgage, median monthly owner costs are $1,376 in Lyon County, $1,459 in Eddyville, and $2,000 in Kuttawa, compared with $1,433 statewide and $1,963 nationally. These estimates include selected ownership expenses, not just the mortgage payment. These medians describe typical monthly costs within the specified group; they do not describe the full distribution of ownership expenses. Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates, DP04.

The local 90% margins of error are $148 for Lyon County, $288 for Eddyville, and $604 for Kuttawa. Accordingly, the apparent differences among local medians should not be treated as precise or statistically established. Housing planning should consider a range of ownership and rental options and the full costs households face. The comparison of point estimates is descriptive, not a test of statistical significance.

Housing Costs (Rent)

Rental housing serves residents at many stages of life, including young adults, families, people relocating for work, and older residents who do not wish to maintain a home. Affordability depends on the rent charged and the household's available income. A suitable supply of well-maintained rental homes is therefore an important part of the county's overall housing strategy. The plan should continue to monitor rental costs and availability as the population and housing market change.



The chart shows the share of renter-occupied units paying cash rent where gross rent is at least 35% of household income. It excludes units for which this ratio cannot be computed. The shares are 30.1% in Lyon County, 25.2% in Eddyville, and 65.9% in Kuttawa, compared with 36.6% statewide and 41.9% nationally. This is a 35%-or-more measure, not the entire group spending 30% or more. Kuttawa has a small rental population and substantial uncertainty. Source: U.S. Census Bureau, 2020-2024 ACS five-year estimates, DP04.

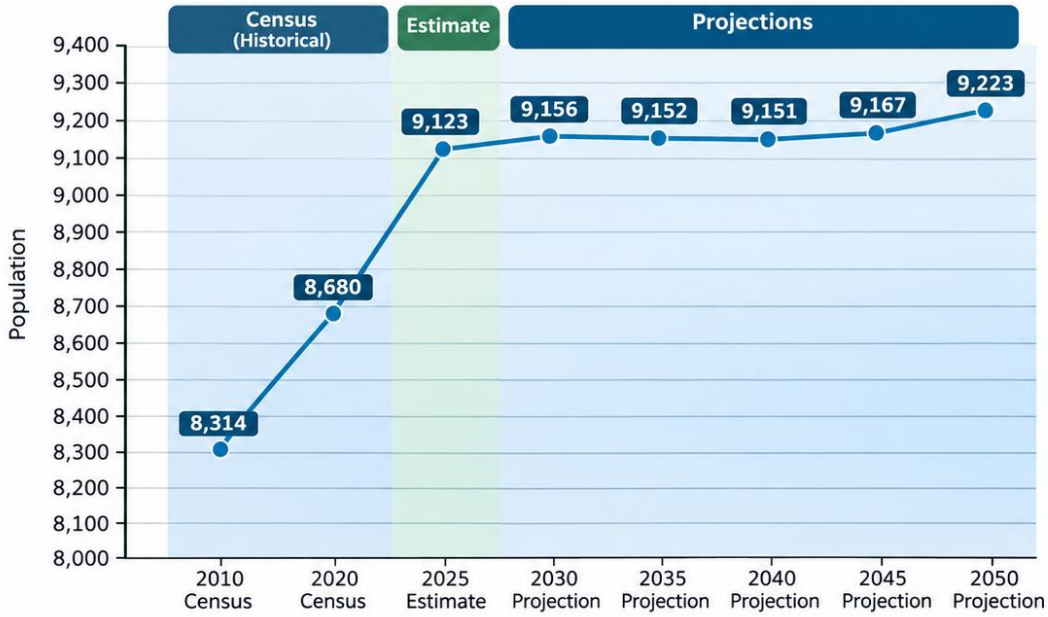
Population Projections Results

Population projections can be calculated by analyzing historic demographic data with the implementation of statistical models and assumptions about possible future trends in fertility, mortality, and migration. The baseline data is collected on a community through the census and community surveys. From this analysis the trends are revealed, studied, and ultimately projected into the future through the implementation of mathematical models.

Population projections help communities anticipate future needs for housing, public services, roads, and utilities. They describe possible future conditions under assumptions about births, deaths, and migration, not guaranteed growth. The following population graphic uses the Kentucky State Data Center's June 2026 release. It is distinct from the ACS five-year estimates used elsewhere in this chapter.

Lyon County Population Projections

Kentucky State Data Center, Kentucky Population and Household Projections 2025-2050, June 2026



Lyon County is projected to remain relatively stable after 2025, with a modest increase of 100 residents from 2025 to 2050 (+1.1%).

+100 residents (+1.1%)

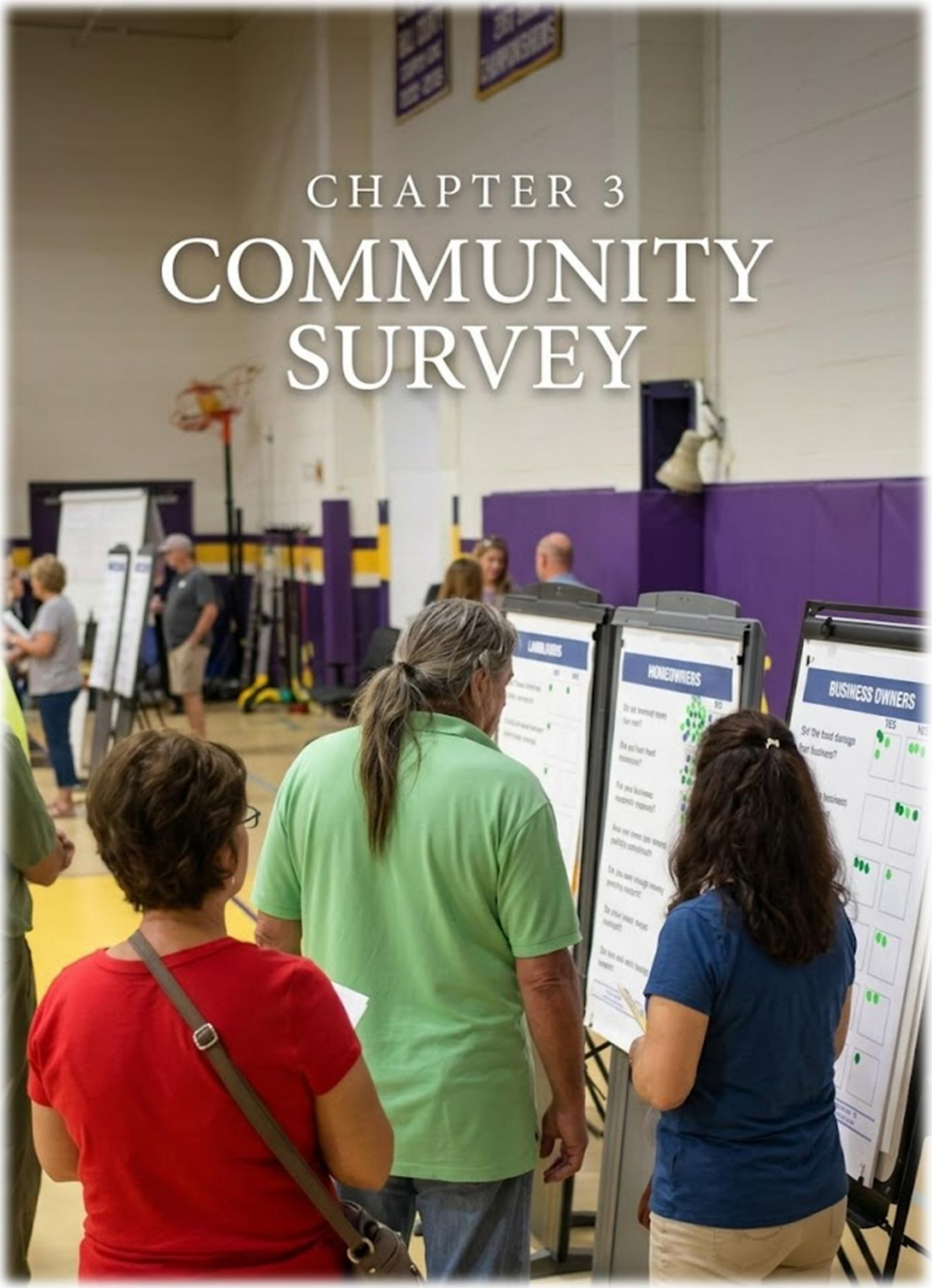
Year (Type)	2010 Census	2020 Census	2025 Estimate	2030 Projection	2035 Projection	2040 Projection	2045 Projection	2050 Projection
Population	8,314	8,680	9,123	9,156	9,152	9,151	9,167	9,223

Source: *Kentucky State Data Center, Kentucky Population and Household Projections 2025-2050, June 2026.*

According to the Kentucky State Data Center's June 2026 population projections, Lyon County is expected to experience relatively stable population levels over the next 25 years. The county's population increased from 8,314 residents in 2010 to an estimated 9,123 residents in 2025. Looking ahead, the population is projected to reach 9,156 by 2030 and 9,223 by 2050, representing a modest increase of approximately 1.1% between 2025 and 2050.

These projections suggest that Lyon County will experience limited overall population growth, emphasizing the importance of maintaining existing infrastructure, supporting housing opportunities, and planning for the changing needs of residents. Although significant population expansion is not anticipated, continued investment in public services, economic development, and quality of life will remain important to the county's long-term sustainability.

Household size is an important consideration in planning for future housing needs. According to the U.S. Census Bureau's 2020–2024 American Community Survey five-year estimates, Lyon County had an average household size of 2.14 persons, compared with 2.43 persons statewide. Smaller households can increase the demand for housing units even when overall population growth remains limited. As Lyon County plans for the future, providing a variety of housing options will be important to accommodate smaller households, older residents, and changing family needs.



CHAPTER 3
COMMUNITY SURVEY

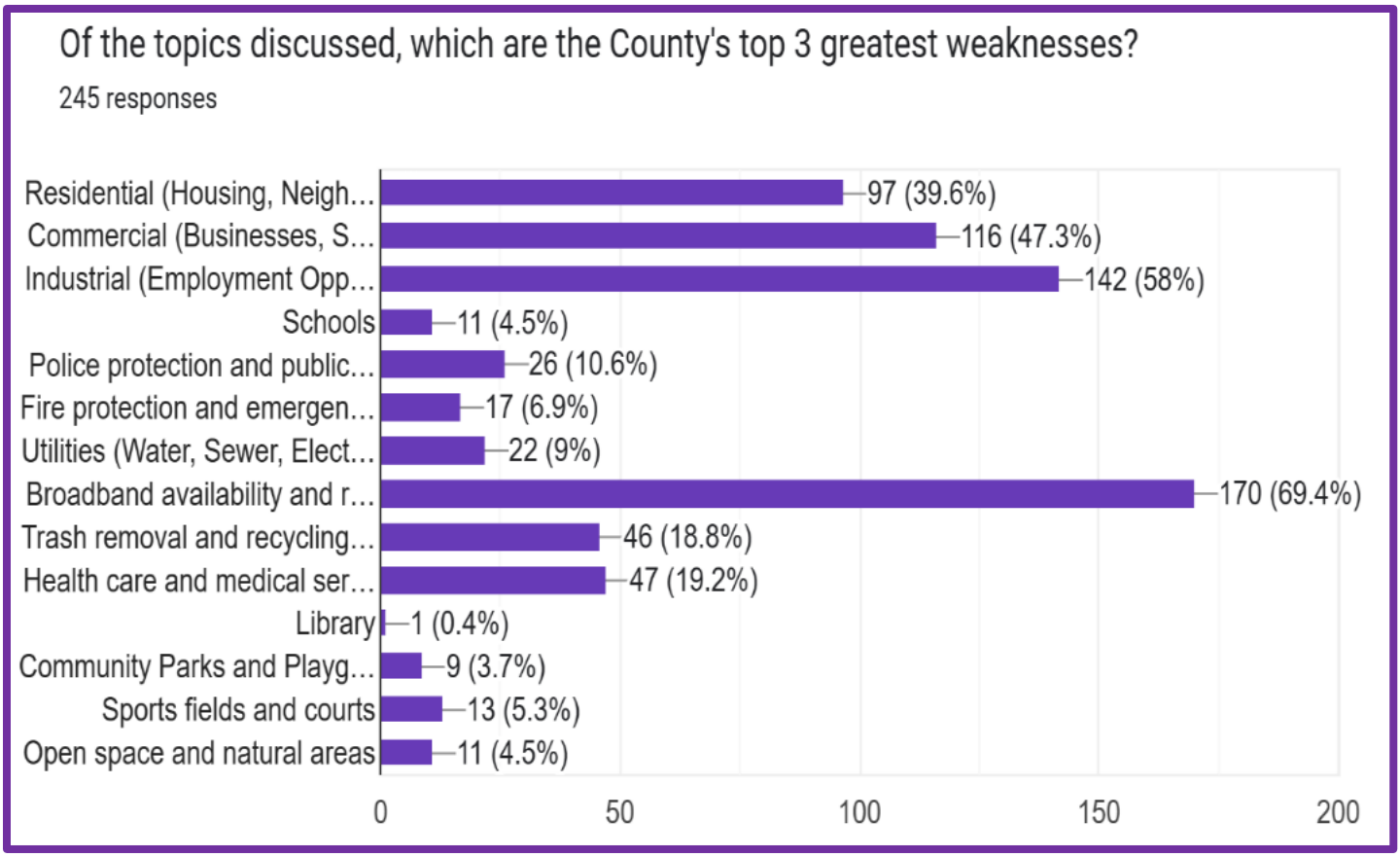
Community Feedback Survey

Summary

As part of the planning process, Lyon County gathered public input through a countywide community survey. The survey was available online and advertised through social media, websites, and public locations. It remained open for approximately one month and received approximately 250 responses. The results highlight a range of perspectives and several recurring concerns about quality of life. These responses help inform the goals, objectives, and implementation strategies of the Comprehensive Plan.

Broadband and Internet Access

The most frequently cited concern among survey respondents was the lack of reliable, high-speed internet service across many areas of the county. Residents consistently reported frustration with existing providers, particularly in rural parts of the county, where access is either poor or nonexistent. The limitations of current internet service have created significant barriers for remote workers, students, and businesses. Many respondents emphasized that broadband access is not a luxury but a critical utility, and its absence is constraining residential growth,



economic development, and educational advancement. There is a clear call for county-wide broadband infrastructure expansion, including investment in fiberoptic connectivity.

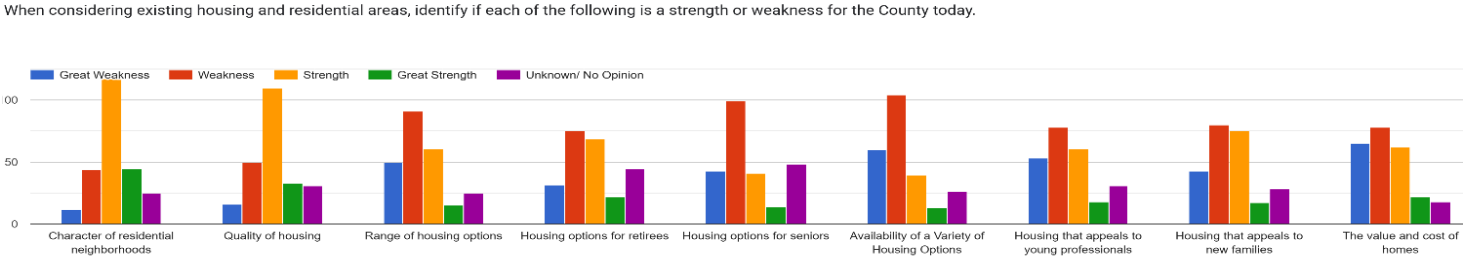
The availability of high-speed internet is vital to the future of Lyon County, Kentucky, serving as essential infrastructure for economic growth, education, healthcare, and overall quality of life. As a rural community, reliable broadband access allows residents to participate in remote work opportunities, supports local businesses and entrepreneurs, and makes the county more attractive to companies considering relocation or expansion. In the realm of education, students of all ages benefit from digital learning tools, while adults gain access to job training and continuing education programs that help strengthen the local workforce. High-speed internet also plays a critical role in healthcare by enabling telemedicine services, particularly important in rural areas where access to providers may be limited. For the county's agricultural sector, internet connectivity

supports modern farming practices and broader market access. More broadly, broadband helps retain and attract residents by enhancing communication, civic engagement, and access to public services. Without reliable internet, Lyon County risks falling behind in key areas that are essential to sustaining its economy and community well-being.

Affordable and Attainable Housing

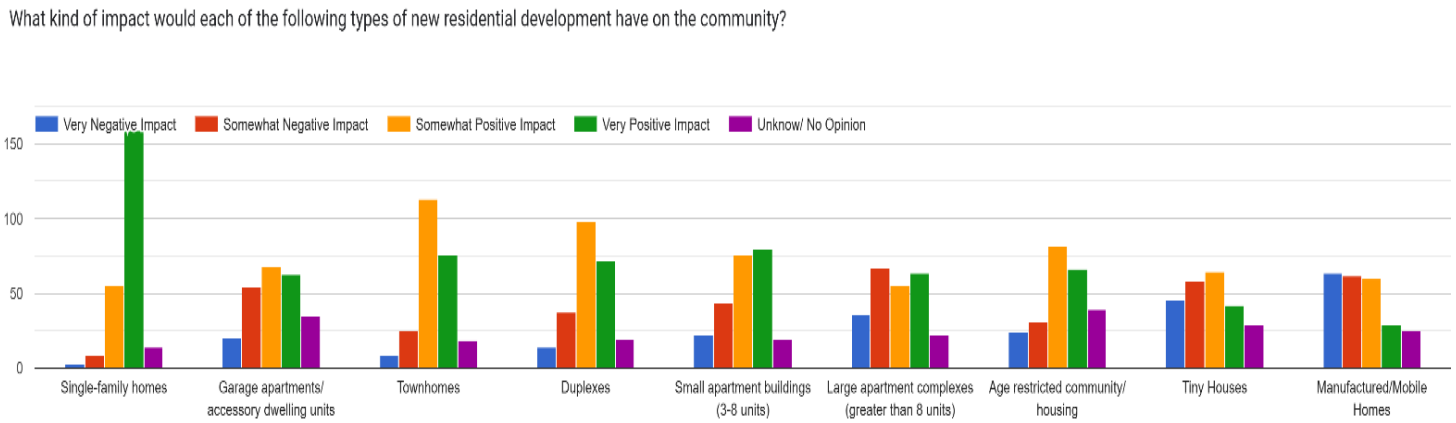
A growing number of residents expressed concern about the availability and affordability of housing. There is a widespread perception that the current housing market is inaccessible to many working families, particularly first-time homebuyers and lower-income residents. Long waitlists for rental units and a lack of housing diversity, including townhomes, duplexes, and affordable single-family homes, are compounding these concerns. The rapid proliferation of storage units and temporary housing structures has also sparked calls for stronger zoning and building regulations to ensure residential areas remain livable and cohesive. The demand for intentional, affordable, and workforce-targeted housing is urgent and clearly articulated by the community.

When asked about housing and residential areas and the potential for development, respondents to the surveys indicated that the character of the neighborhoods and the quality of housing was a strength for the community. The weaknesses that were perceived by the respondents exist in the range of options for seniors, retirees, young professionals, and new families. There were also weaknesses perceived in the variety of housing options, and the value (cost) of the homes. While there isn't necessarily a clear statistic in the Community Analysis that would



align with this perception, statistics like median cost of a home or median household income don't take into account other aspects of homebuying such as the down payment (typically 10–20%), interest rates, credit worthiness, homeowners insurance, and other debts (car loans, student loans, etc.) which may impact the ability to purchase a home.

When residents were asked about the community impact of various housing types, single-family homes were



viewed most positively. Townhomes, duplexes, and age-restricted housing were seen as somewhat positive, while tiny houses and manufactured homes were viewed as somewhat negative or very negative.

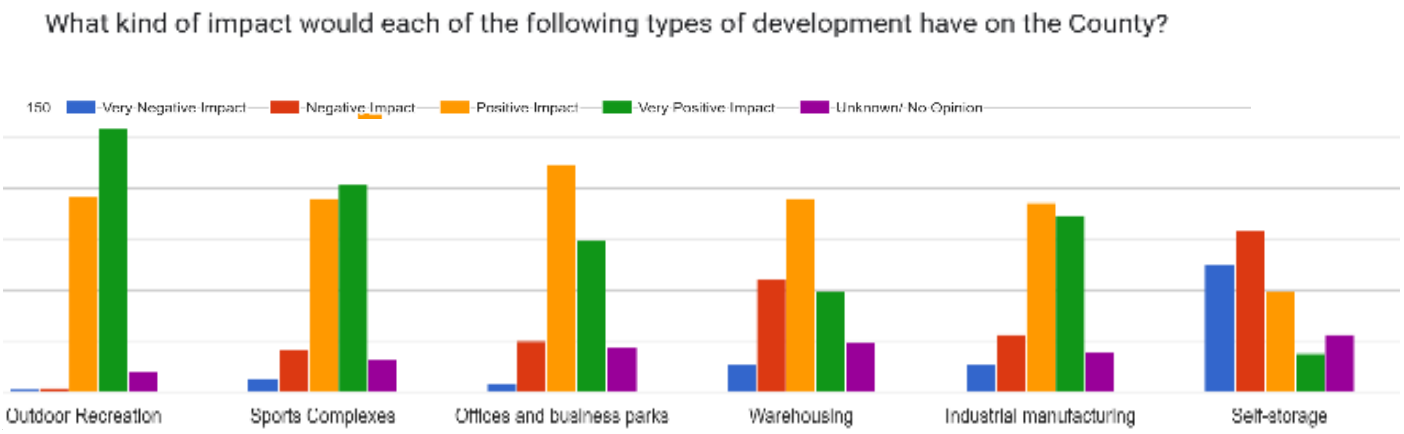
As interest in these types of alternative housing options continues to grow, the community may benefit from establishing clear guidelines and regulatory standards to ensure these housing types are integrated in a way that

supports neighborhood character, infrastructure capacity, and long-term planning goals. Thoughtful regulation can help balance housing diversity with the preservation of community aesthetics, safety, and property values.

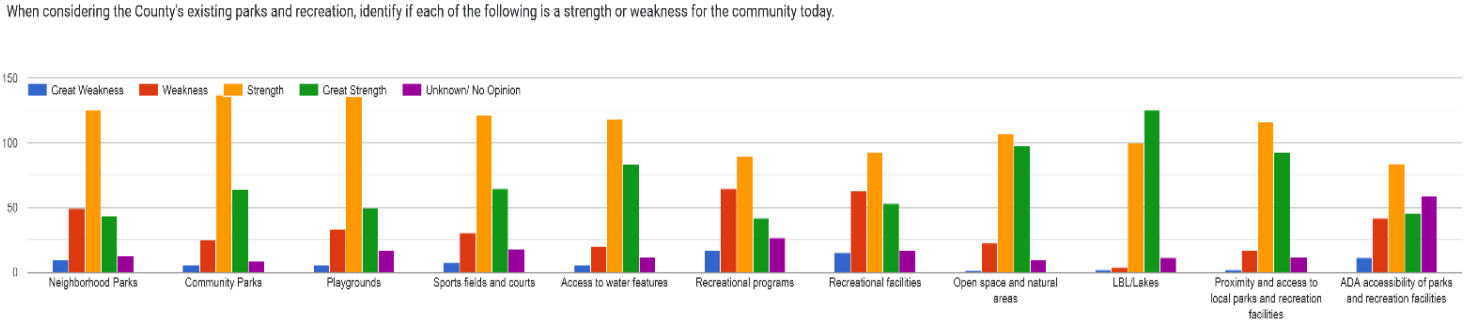
Economic Development and Employment

The need for more employment opportunities was another recurring theme in the Community Survey. Respondents expressed a desire to diversify the local economy beyond seasonal tourism, calling for light industry, technology, and commercial service sectors to provide stable, long-term employment. Many noted that young people and families are leaving the county due to the lack of job prospects, and called for new strategies to attract and retain working-age residents. While tourism remains an important part of the county's identity, many residents want to see economic development efforts balanced with year-round employment and business growth that directly benefits locals.

Lyon County has access to major highways and navigable waterways, which offer opportunities for industrial and business development. Survey respondents identified concerns about the character and effects of some existing industrial areas. At the same time, responses to questions about potential warehousing and industrial manufacturing generally reflected favorable views of those uses. These findings suggest support for employment opportunities alongside attention to the location and compatibility of new development.



Many residents voiced concerns about the lack of recreational and enrichment opportunities for youth. Respondents expressed interest in expanded facilities such as an indoor sports complex, YMCA-style community center, public swimming pool, and youth programs that go beyond seasonal or sports-focused activities. Access

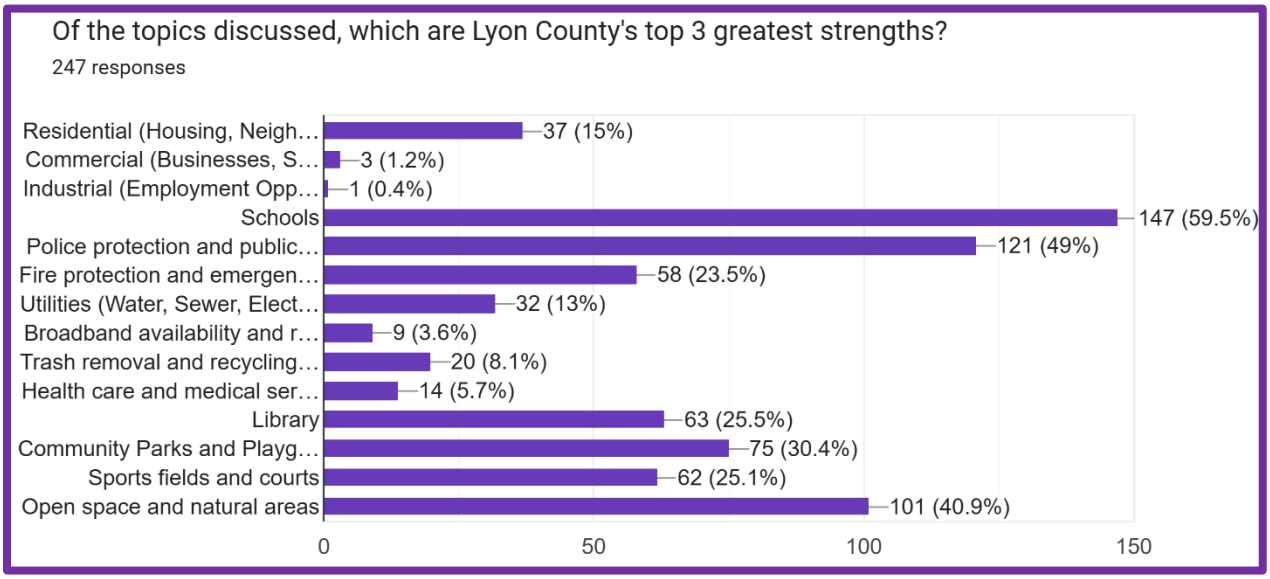


to affordable, quality childcare was also a major concern, with families citing limited options during school breaks and after school hours. Residents overwhelmingly support the creation of safe, inclusive, and engaging spaces for children and families that can serve as both community anchors and economic drivers.

Survey respondents generally viewed neighborhood parks, playgrounds, sports facilities, and other recreational spaces favorably. More respondents identified weaknesses in recreational programming, the availability of certain facilities, and accessibility for people with disabilities.

Infrastructure and Public Safety

Infrastructure needs were a consistent theme throughout the responses. Calls for improved road conditions, expanded sewer and water services, and modernized utilities reflect the community's desire for growth that is supported by adequate public services. Public safety was another top priority, with residents advocating for stronger law enforcement presence in rural areas, improved emergency response capabilities, and proactive measures to protect schools, such as the installation of metal detectors and enhanced school zone traffic controls. The safety of pedestrians, including children walking to school, was mentioned often, and there is clear support for expanded sidewalk networks and bike lanes.



Survey respondents indicated among the top three greatest strengths for Lyon County were the schools, the police protection/public works, and the open space/natural areas which are all key components of the public infrastructure. In reviewing the community facilities and public infrastructure, the quality and availability of the high-speed internet was reflected in the survey as a great point of weakness for the County.

Planning, Zoning, and Growth Management

Lyon County has an established joint planning commission under KRS Chapter 100. The cities of Kuttawa and Eddyville administer zoning regulations for their jurisdictions, and the planning materials describe countywide subdivision regulations. The Joint Planning Commission has responsibilities for the comprehensive plan, zoning map amendments, subdivisions, and cellular antenna towers as provided by applicable law. Current certified ordinances and records should be consulted for the scope and administration of those regulations.

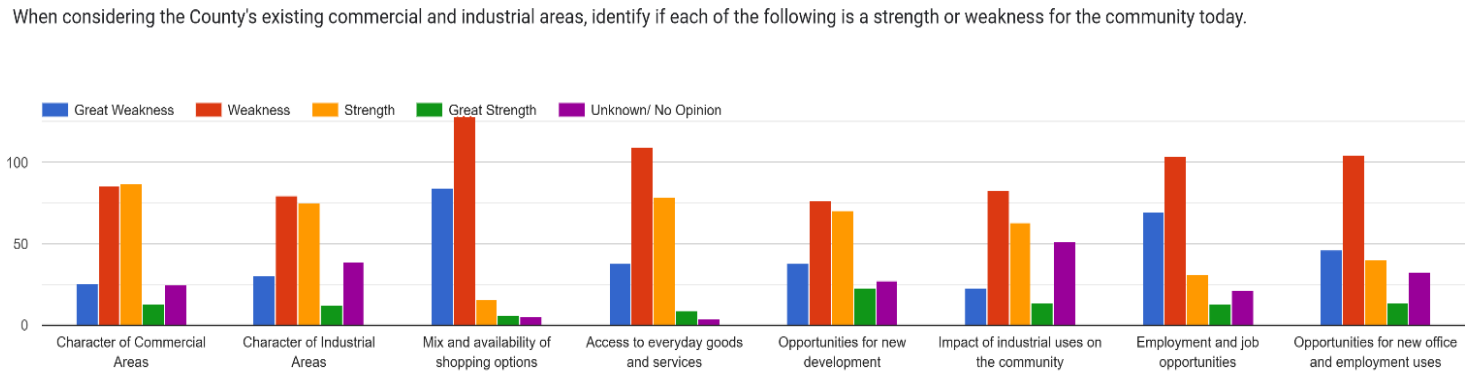
A large number of responses expressed concern over unregulated growth, particularly in areas near new developments or tourist destinations. Responses to the surveys indicated that residents support county-wide planning and zoning regulations that promote orderly growth, protect property values, and ensure new development aligns with the county's character. By delineating where businesses can operate, zoning encourages commercial growth in appropriate areas while safeguarding residential neighborhoods from incompatible activities. This strategic separation reduces conflicts between land uses, thus fostering a conducive environment for both business investment and residential property values. The expansion of storage buildings, inconsistencies in developed land uses, and visual blight were all noted as issues that detract from community appearance and cohesion. Zoning promotes orderly development. By designating specific areas for residential, commercial, industrial, and recreational use, it helps prevent haphazard construction and maintains a cohesive community layout. This ensures that neighborhoods remain functional and aesthetically pleasing, enhancing overall livability. Residents indicated in their responses a focus on strategic planning that encourages responsible development while preserving the county's small-town identity and rural charm. Zoning preserves natural resources and environmental quality. By guiding development away from sensitive ecosystems or flood-prone areas, it promotes

sustainable land use practices. This not only protects local habitats and water sources but also supports agricultural productivity, a vital sector in Lyon County's economy.

While the existing zoning ordinance (2013) provided a foundation for managing land use in the community, significant shifts in housing preferences, development patterns, and newly emerging land uses have created challenges for developers and administrators that the existing regulations are not fully equipped to address. A comprehensive review and update of the ordinance is recommended to ensure it aligns with the vision, objectives, and priorities outlined in this plan, and to better support future growth and development. At a minimum, the definitions section should be updated to include new and merging uses such as tiny homes, accessory dwelling units, and short-term rentals. There were several pieces of legislation introduced in early 2025 that may impact planning and zoning administration in the Commonwealth. House Bill 321 amends KRS 100.347 to limit who is authorized to appeal a final action concerning planning and zoning to owners of real property within the zone where the property that is the subject of the final action is located. House Bill 160 is an amendment to KRS 100.348 altering the compatibility standards for manufactured homes on which many planning commissions based their design guidelines for the placement of manufactured homes.

Retail, Amenities, and Entertainment

Residents repeatedly asked for more local amenities, including restaurants, grocery stores, retail shops, and entertainment venues. Some respondents to the survey expressed frustration at having to travel to nearby counties for basic goods and services. In particular, the outlet mall and areas near major interstate exits were seen as underutilized assets with potential for commercial development. The community is eager to see growth in this sector that improves daily convenience and keeps local spending within the county.



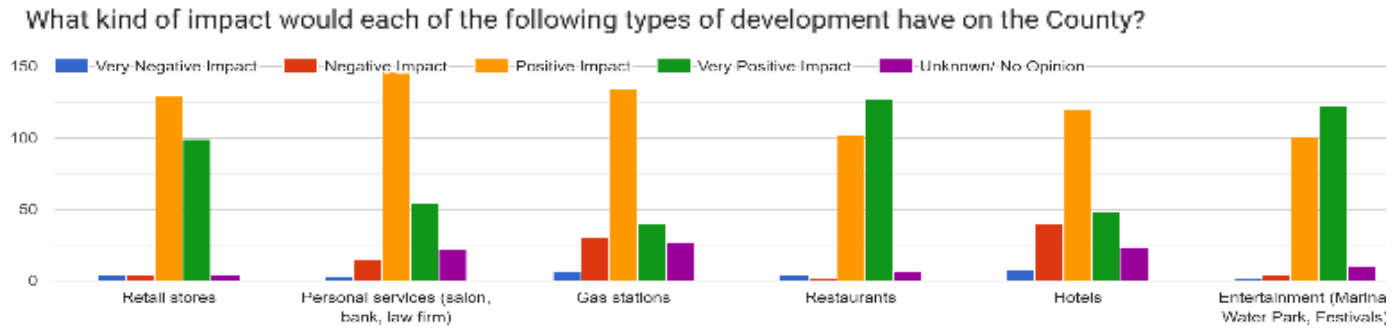
Survey respondents expressed significant concern about the county's existing commercial and industrial areas, identifying several areas of weakness. The most pressing issue cited was the mix and availability of shopping options, which an overwhelming majority of participants identified as either a weakness or a great weakness. Similarly, access to everyday goods and services was viewed negatively by most, suggesting that residents find it difficult to meet basic shopping and service needs within the community.

Employment and job opportunities also stood out as a critical issue, with more than 100 respondents rating it as a weakness. This response indicates a broader concern about the availability and quality of jobs in the area. The character of commercial and industrial areas received more mixed responses; while many saw these as weaknesses, a significant portion viewed them as strengths, highlighting a divergence in opinion that may reflect varying experiences across different parts of the county.

Responses regarding opportunities for new development and new office and employment uses were largely negative, though these categories also saw a high number of respondents selecting "unknown" or "no opinion." This may reflect a lack of awareness or understanding of current development policies or plans. Finally, perceptions of the impact of industrial uses on the community were also mixed, with many rating this as a weakness but a large segment indicating uncertainty. Overall, the results suggest a strong need for expanded retail

options, improved access to basic services, and more robust employment opportunities, along with better public communication about future development potential.

Community



Identity and Engagement

While many responses highlighted challenges, they also conveyed a strong sense of pride in Lyon County's natural beauty, friendly residents, and safe environment. There is a growing desire among residents to have a more active voice in local decision-making, and several respondents advocated for greater transparency and public involvement from local leadership. Some expressed concern that the county is overly influenced by a few individuals or organizations, and called for broader representation in community planning. Others highlighted the need to re-focus on long-term, family-oriented development rather than short-term tourism gains.

The chart illustrates community perceptions of the impact of various commercial and service-related land uses, including retail stores, personal services, gas stations, restaurants, hotels, and entertainment venues such as marinas, water parks, and festivals. Overall, the responses reflect a predominantly positive sentiment toward these uses, with especially strong support for businesses that contribute to quality of life and economic vitality.

Retail stores and gas stations were seen by a majority of respondents as having a positive impact, with notable portions also identifying them as having a very positive impact. Negative sentiments for these uses were relatively low, suggesting that residents view them as necessary and beneficial parts of the community.

Personal services (such as salons, banks, and law firms) received the highest number of positive impact responses, and a moderate number of very positive ones as well. Very few respondents identified them as having a negative effect, highlighting their perceived importance in daily life.

Restaurants and entertainment venues garnered the strongest positive responses, with a significant majority selecting very positive impact. This suggests that these establishments are not only appreciated for their practical or economic contributions but are also valued for their role in enhancing quality of life and providing social and recreational outlets. Hotels also received mostly positive feedback, although there were slightly more negative responses compared to other categories. This may reflect concerns about tourism, traffic, or land use conflicts, though the overall response remained favorable.

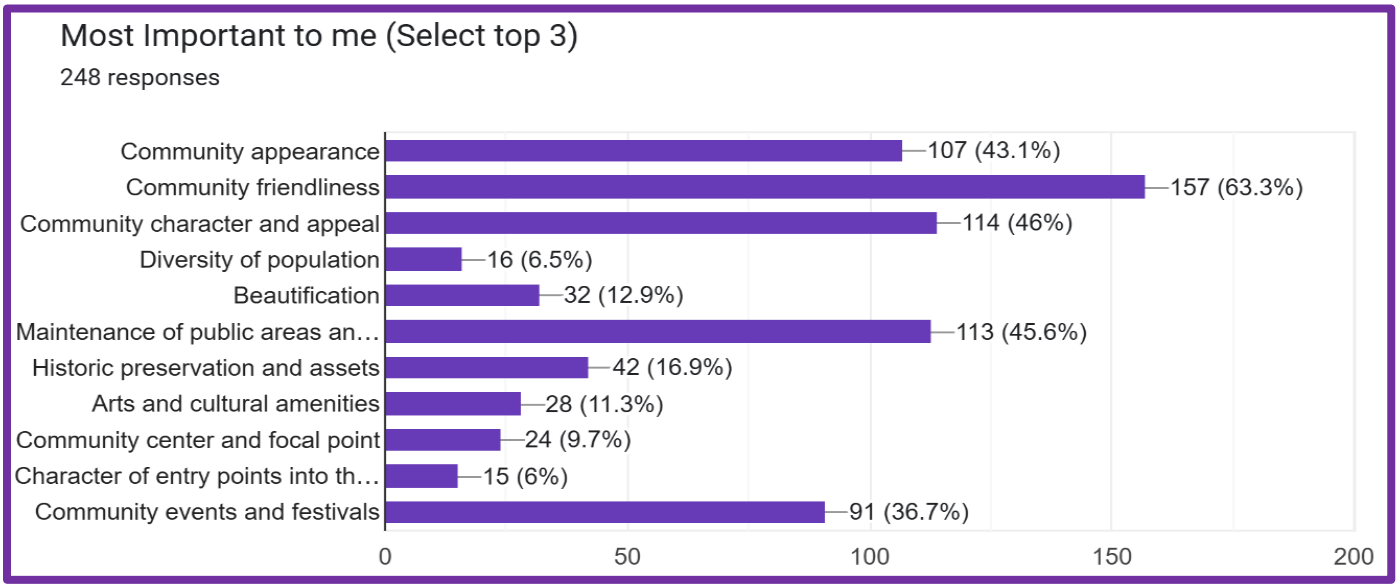
Survey responses overall indicated strong public support for a wide range of commercial and service uses, particularly those that offer everyday conveniences, recreation, and social interaction. These findings suggest that future planning efforts could benefit from expanding or enhancing these amenities, as they are generally viewed as assets to the community that contribute to improving quality of life.

This chart presents the results of a community survey asking respondents to identify the three most important aspects of community life from a list of options. A total of 248 people participated, and the results reveal clear community priorities related to quality of life, appearance, and social connection.

Community friendliness emerged as the top priority, selected by 63.3% of respondents (157 people). This underscores the value residents place on having a welcoming, supportive, and neighborly environment. Close

behind was community character and appeal, chosen by 46% of respondents, and maintenance of public areas and infrastructure, with 45.6% selecting it as a key concern. These responses indicate that people care deeply about the visual and functional quality of their surroundings, as well as the overall feel and identity of the community.

Community appearance was also highly valued, selected by 43.1%, reinforcing the importance of a clean, attractive, and well-kept environment. Similarly, community events and festivals garnered notable support (36.7%), reflecting the importance of shared social experiences and opportunities for residents to connect and celebrate together.



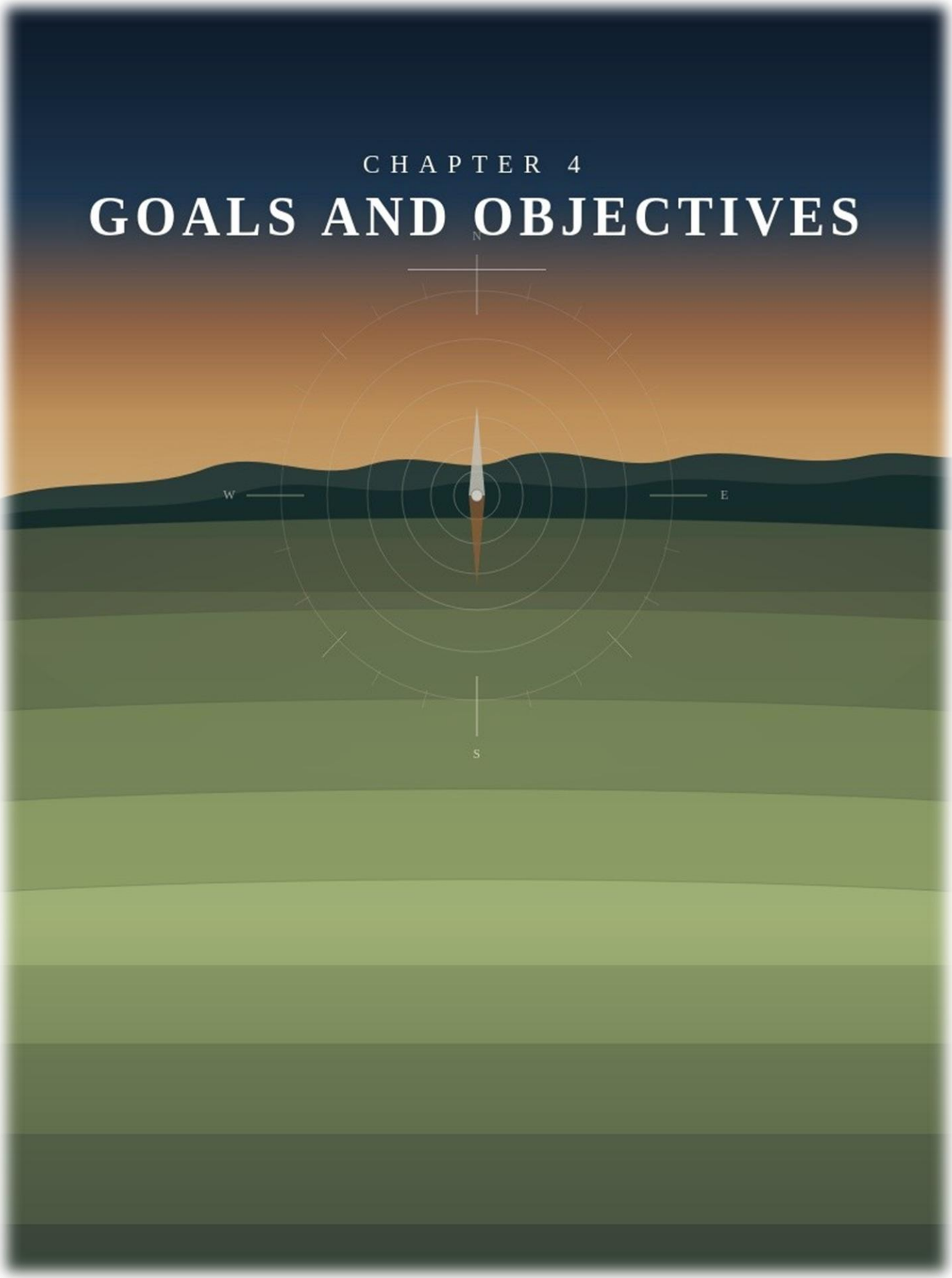
On the other hand, categories such as diversity of population (6.5%), character of entry points into the community (6%), community center and focal point (9.7%), and arts and cultural amenities (11.3%) received fewer selections. This may suggest that while these elements are important, they are currently seen as lower priorities relative to broader concerns about friendliness, maintenance, and overall character.

The survey responses support that residents prioritize a strong sense of community, well-maintained and attractive public spaces, and a welcoming environment. These preferences can inform future planning decisions by emphasizing efforts that foster connection, civic pride, and visual appeal.

Conclusion

The survey results demonstrate that Lyon County residents are eager to engage in shaping the future of their community. They value the county's rural character but are equally clear-eyed about the need for strategic improvements in infrastructure, housing, employment, and services. These insights provide a powerful foundation for policy recommendations that are responsive to public needs and grounded in the lived experiences of Lyon County's citizens.

Among respondents who rated their overall quality of life in Lyon County, 32.5% selected "Very Satisfied." This is a positive finding, but it does not by itself represent a majority of respondents. The full distribution of satisfaction responses should guide any broader conclusions about residents' views. These results offer a useful starting point for identifying strengths to preserve and opportunities for improvement.


CHAPTER 4
GOALS AND OBJECTIVES
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Introduction

This chapter presents the goals and objectives developed by the Comprehensive Plan Update Committee for the Eddyville-Kuttawa-Lyon County Planning Commission. They provide a framework for future growth, development, and land use decisions. These objectives support the promotion of public health, safety, and general welfare through long-range planning that is transparent, accountable, and responsive to community needs. The intent is to ensure consistency with statutory requirements of Chapter 100 of the Kentucky Revised Statutes while establishing a clear and consistent policy framework that guides decision-making related to land use, development, and public investment over a long-term horizon for Lyon County.

KRS 100.187 identifies the required elements of a comprehensive plan. The required statement of goals and objectives is intended to serve as a guide for the physical development and economic and social well-being of the planning unit. The following Goals and Objectives are based on the three (3) Key Policy Areas of Physical Development, Economic Well-Being, and Social Well-Being.

Goals and Objectives

Physical Development

I. Infrastructure and Connectivity

a. Goal: Invest in modern infrastructure to support current and future needs while maintaining the county's rural character.

i. Expand access to high-speed internet for residents, schools, and businesses.

ii. Maintain and improve transportation networks, including roads and public transit options.

iii. Ensure reliable utilities, including water, sewage, and energy services.

iv. Explore renewable energy options to reduce dependency on nonrenewable resources.

v. Leverage the county's riverport to enhance trade, attract industries, and support regional commerce.

b. Goal: Encourage emerging forms of development, including utility-scale solar energy facilities, battery storage systems, data centers, and other large infrastructure projects, in a manner that supports long-term community interests, protects public infrastructure and natural resources, preserves community character, and ensures that development provides measurable local benefits.

i. Develop clear review standards and approval processes for large-scale energy and digital infrastructure projects.

ii. Require development proposals to demonstrate adequate infrastructure capacity, including electric service, water availability, wastewater treatment, stormwater management, transportation access, and emergency service capability prior to project approval.

iii. Protect productive agricultural land, environmentally sensitive areas, scenic corridors, recreational resources, and established residential areas from incompatible large-scale industrial or infrastructure development.

iv. Establish buffering, landscaping, screening, lighting, noise mitigation, and setback standards to reduce visual and operational impacts on adjacent properties and roadways.

v. Require decommissioning plans and financial assurances for utility-scale energy projects to ensure removal of obsolete facilities and restoration of sites upon project closure or abandonment.

vi. Promote development agreements or community benefit measures that provide long-term public value through infrastructure improvements, tax revenue generation, workforce development, broadband expansion, or other community investments.

II. Agriculture and Natural Resources

a. Goal: Preserve and enhance the county's agricultural base and natural resources while supporting sustainable land use practices.

i. Promote best practices in farming, forestry, and ranching to ensure long-term viability and environmental sustainability.

ii. Expand access to markets for local agricultural products, including farmers' markets and regional distribution networks.

iii. Protect natural habitats and water resources through conservation programs and community education.

iv. Support projects that align with the county's environmental goals.

III. Long Range Land Development

a. Goal: Promote responsible land use and development to support economic growth while preserving the county's rural character.

i. Review existing subdivision and zoning regulations to determine whether they reflect community needs and future growth priorities.

ii. Consider a landscaping ordinance that improves the appearance of new development and supports environmental protection.

iii. Encourage development that balances residential, commercial, and agricultural uses.

iv. Support infrastructure improvements that enhance accessibility and attract new investments.

v. Develop incentives for developers to incorporate community-focused amenities and open spaces.

IV. Housing

a. Goal: Promote the expansion of housing choices available in the County.

i. Investigate incentives for housing development for townhomes, duplexes, and small apartment complexes.

ii. Align housing goals with the infrastructure planning to ensure water, wastewater, and electric services can support higher-density developments.

b. Goal: Promote the preservation of existing neighborhoods in the County.

i. Consider adopting a basic property maintenance code and other measures that support neighborhood upkeep.

ii. Explore programs that help first-time homebuyers.

iii. Identify vacant or underused parcels within Eddyville and Kuttawa where new housing could use existing infrastructure.

V. Utilities

a. Goal: Ensure that all residents and businesses have access to reliable, high-capacity utility services that support both current needs and future growth.

i. Coordinate with utility providers to extend water and wastewater service to suitable industrial sites and residential growth areas.

ii. Integrate smart-grid technology into the electric utility framework to improve reliability and reduce response times during outages.

iii. Work with telecommunications providers to reduce gaps in broadband coverage throughout the county.

VI. Transportation

a. Goal: Create a transportation network that moves people and goods efficiently while prioritizing the safety of drivers, cyclists, and pedestrians.

i. Implement the recommendations of the Safe Streets and Roads for All (SS4A) Safety Action Plan to reduce traffic-related injuries on county throughways.

ii. Expand the network of sidewalks and multi-use paths in Eddyville and Kuttawa to improve connectivity between residential areas and Lake Barkley recreation sites.

iii. Maintain and upgrade specialized rail infrastructure to support industrial logistics and economic development.

iv. Support the creation and updating of the Kentucky Transportation Cabinet's Statewide Long Range Transportation Plan (LRTP).

v. Partner with the Regional Transportation Committee to support the Strategic Highway Investment Formula for Tomorrow (SHIFT) process for the addition of road projects to the Enacted Highway Plan.

vi. Seek out grant funding to support transportation projects.

Economic Prosperity

I. Economic Development

a. Goal: Utilize data and community partnerships to identify market gaps and provide targeted support for local entrepreneurs.

i. Use demographic data and local market information to identify goods and services residents currently purchase outside the county.

ii. Work with the Pennyrile Area Development District (PeADD) to connect eligible small businesses and startups with revolving loan financing and other business assistance.

iii. Establish a "Shop Local" marketing campaign that highlights the unique history and heritage of the county's business community.

b. Goal: Promote economic growth to increase job opportunities and improve local income levels.
    i. Support local businesses and encourage entrepreneurship through grants, training, and networking opportunities.
    ii. Attract new industries aligned with the county's values and resources, such as agribusiness, manufacturing, ecotourism, niche industry, and logistics.
    iii. Develop infrastructure, including broadband internet, to support business growth and remote work opportunities.
    iv. Protect and advocate for the Department of Corrections as a major employer, ensuring its long-term viability as an economic anchor for the community.
    v. Continue to promote the Eddyville Riverport and Industrial Park as a key component to regional commerce.
    vi. Partner with regional and state economic development agencies to maximize resources and funding opportunities.
    vii. Continue to work with economic development agencies to attract and retain new commercial businesses such as groceries, restaurants, and department stores.

II. Education and Workforce Development
    a. Goal: Strengthen diverse career opportunities and workforce training to prepare residents for lifelong success.
        i. Support K-12 schools with resources and technology to enhance learning outcomes.
        ii. Partner with local industries and vocational programs to offer training aligned with workforce needs.
        iii. Promote lifelong learning through libraries, workshops, and online resources.
        iv. Encourage youth engagement through mentorship programs and internships.

Social Quality of Life

I. Population
    a. Goal: Foster a sustainable community environment that encourages long-term settlement by expanding high-quality employment opportunities and enhancing local amenities that appeal to families and young professionals.
        i. Promote the development of diverse housing choices, including townhomes, duplexes, and affordable "starter" homes.
        ii. Promote community safety and walkability through the implementation of the Safe Streets and Roads for All (SS4A) Safety Action Plan.
        iii. Promote and enhance the recreational infrastructure, such as bike and pedestrian trails, that connect residential neighborhoods to natural assets like Lake Barkley.
        iv. Ensure public facilities, including schools, parks, and emergency services, are modernized and scaled to accommodate a growing permanent population.

II. Community Physical and Mental Health

a. Goal: Enhance access to healthcare, recreational opportunities, and social services to improve residents' quality of life.

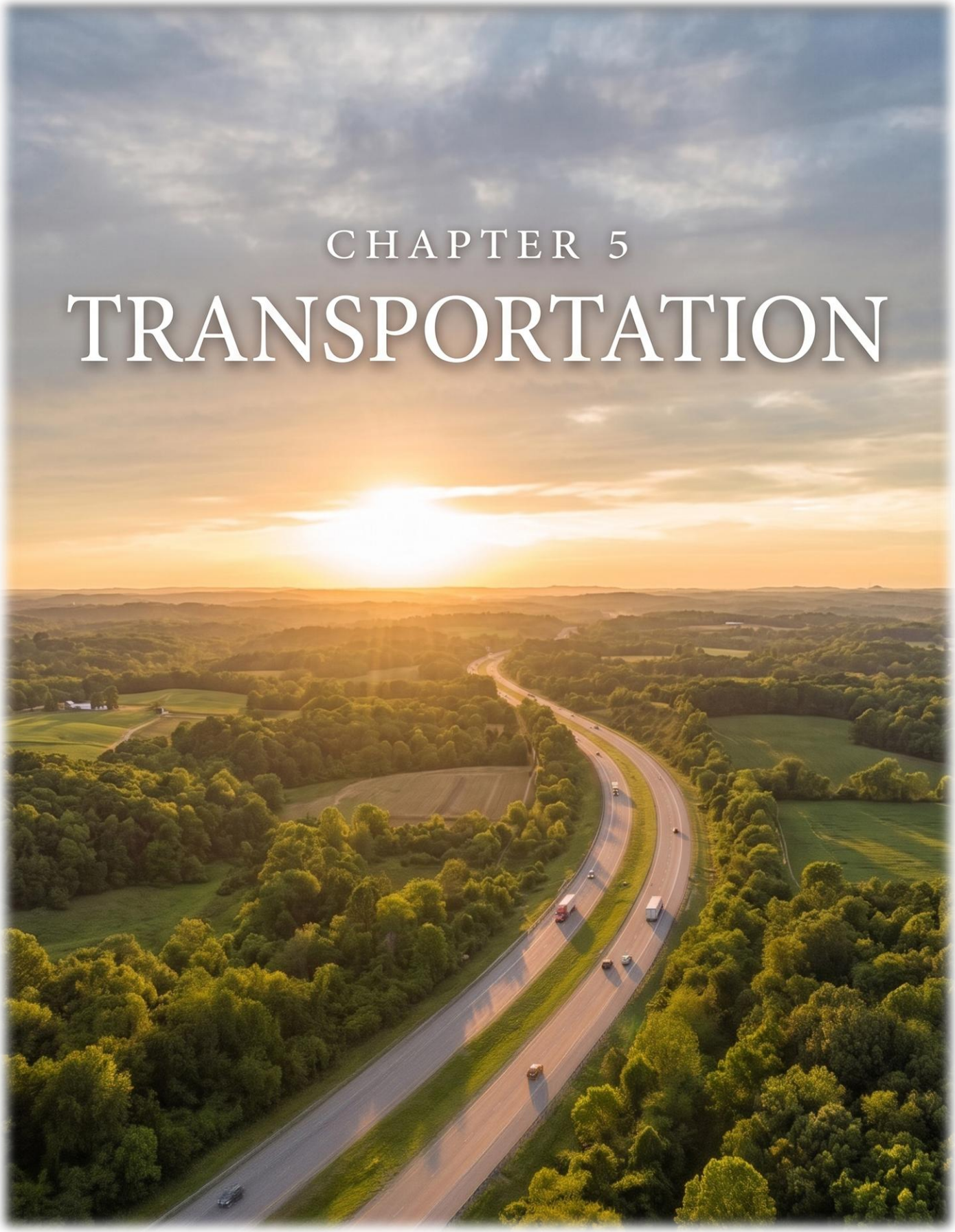
i. Advocate for increased healthcare services, including mobile clinics and telemedicine options.

ii. Develop community centers and recreational facilities that promote physical activity and social engagement.

iii. Address food insecurity by supporting local food banks and expanding access to nutritious food.

iv. Provide resources for mental health services and substance abuse prevention.

v. Investigate indoor recreational opportunities for the community such as bowling, skating, cinema, arcade, etc.



CHAPTER 5
TRANSPORTATION

Introduction

A review of transportation is crucial to comprehensive planning because it addresses how people and goods move within a community, which has significant impacts on land use, economic development, and overall quality of life. The transportation plan also ensures that the transportation system aligns with the community's vision and goals, promoting efficient and sustainable movement while addressing current and future needs.

The Transportation Element is a requirement of the Comprehensive Plan under KRS100 due to the relationship between the need for a robust transportation system and its impact on other necessary community considerations such as public facilities and economic growth through development. Transportation planning involves assessment of the current conditions and prioritizing projects and allocating funding for transportation improvements, while also considering funding for other essential community facilities.

The Transportation Element includes a review of the transportation systems within Lyon County and its incorporated areas as well as highlights the interwoven relationship with regional transportation systems.

Assessment of the Current System

The current transportation system includes a combination of City streets, County roads, State roads, and the Interstate system. Several of these roadways combine the base system of major roadways that connect Lyon County with the surrounding communities.



Interstate 24 (I-24)

I-24 runs diagonally from I-57 south of Marion, Illinois, passing through Eddyville heading southeast to I-75 at Chattanooga, Tennessee. Gradually veering eastward, the two Interstates reach US 62 again near Kuttawa and Eddyville. Less than two miles (3.2 km) later, I-69 splits off to the northeast at a trumpet interchange, and I-24 passes through Mineral Mound State Park, veering southeast a few miles later. Passing through a mostly wooded area, the Interstate crosses KY 93 without an interchange, and then has an interchange with KY 293 near the Kentucky State Penitentiary. It then crosses an inlet of Lake Barkley a few miles later.



Interstate 69 (I-69)

Interstate 69 (I-69) plays a vital role in Kentucky's transportation network, stretching across the western part of the state from the Tennessee border in Fulton to Henderson, near the Ohio River. I-69 incorporates significant portions of the former Purchase, Western Kentucky, and Pennyrile Parkways. It not only enhances regional connectivity but also aims to boost economic development in Western Kentucky. I-69 is a series of unconnected sections envisioned to run from the Canadian border at Port Huron, Michigan, down to the Mexican border in Texas. Current projects, including the I-69 Ohio River Crossing, will further extend the route and improve connections to Indiana.



US Route 62 (US 62)

US Route 62 is a major east-west highway in the United States, stretching from the Mexican border at El Paso, Texas, to Niagara Falls, New York, near the Canadian border. It holds the distinction of being the only east-west U.S. Numbered Highway that connects both Mexico and Canada. US

62 passes through several cities and towns, including Bardwell, Wickliffe, Paducah, Beaver Dam, Elizabethtown, Hodgenville, and Bardstown. It intersects with major highways like I-24 and I-65, playing a significant role in the state's transportation network. The route is vital to the Pennyrile Region serving as a key route influencing economic development and tourism in the region. The highway also offers drivers views of Kentucky's varied scenery, from the western part of the state to the central regions.



US Route 641 (US 641)

U.S. Route 641 was designated in the early 1950s with the intent of connecting a single numbered route to connect Memphis, Tennessee to Evansville, Indiana via the Kentucky Dam which at the time was a popular tourist attraction. The route is considered a spur route of U.S. Route 41, although the two routes no longer connect. The highway serves as an important link for communities in Western Kentucky, facilitating travel and commerce. It also intersects with major routes like I-24 and I-69, enhancing regional connectivity. There have been ongoing efforts in recent SHIFT cycles to improve US 641, including projects to widen the highway and enhance safety.

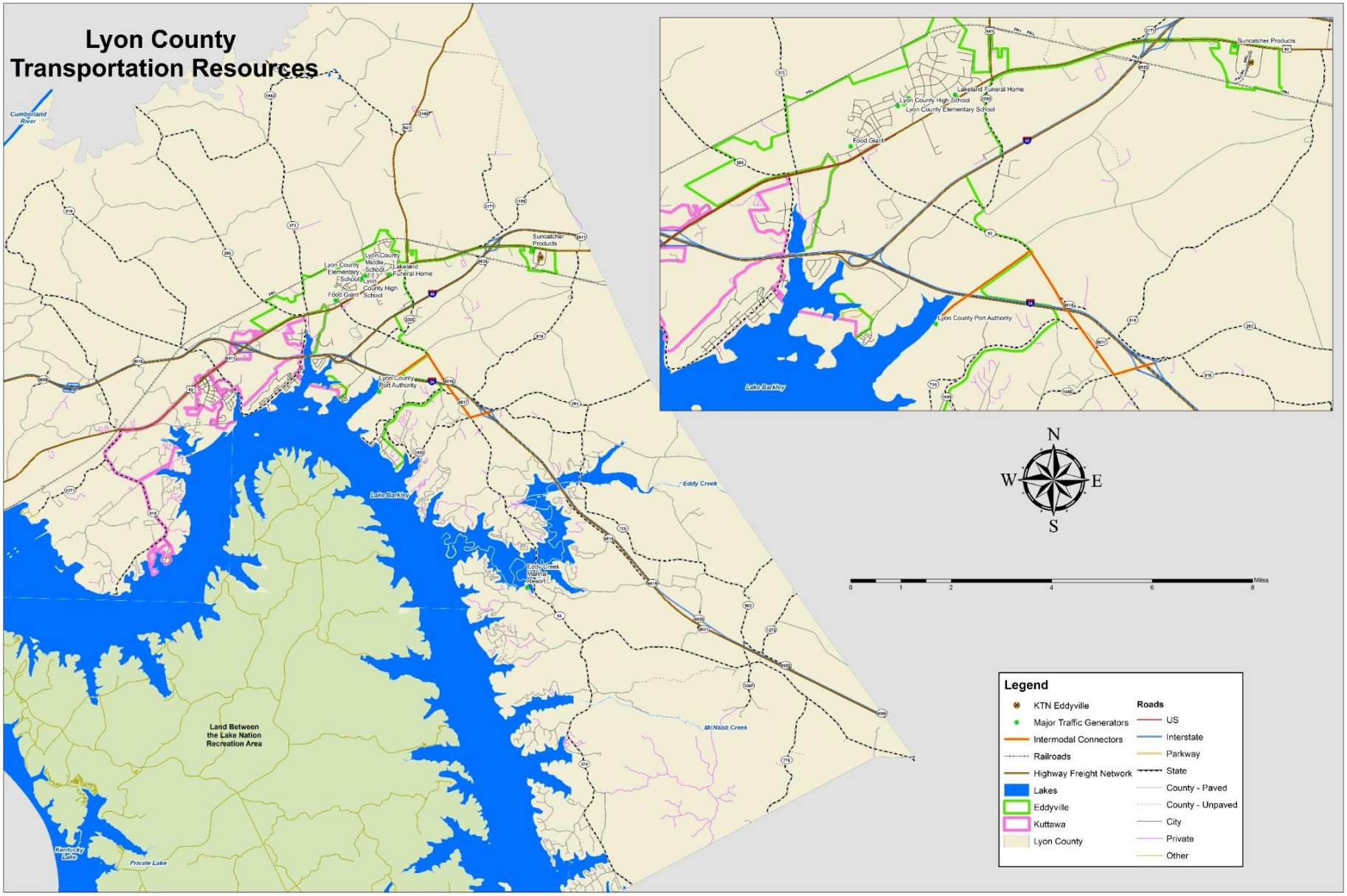


Figure 5-1. Lyon County Transportation Resources

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

Roadway Projects and Initiatives

The 2026 Enacted Highway Plan project inventory appears in Appendix B. For this public-review edition, that inventory provides the enacted-project reference; no separate verified project-location map is included. The CHAF map identifies planning concepts and must not be read as a map of funded or enacted projects.

SHIFT and Long-Range Construction Projects

The Strategic Highway Investment Formula for Tomorrow (SHIFT) is the Kentucky Transportation Cabinet's data-driven, objective approach to compare capital improvement projects and prioritize limited transportation funds. The statewide transportation planning process is accomplished through a cooperative program with the twelve (12) Highway District Offices (HDOs) of the Cabinet, fifteen (15) Area Development Districts (ADDs), and nine (9) Metropolitan Planning Organizations (MPOs). This process identifies transportation needs, based on local official and public input, and documents available data for each need. The process also provides regional and local priorities for use and consideration in the development of the Recommended Highway Plan. The prioritization process occurs each odd numbered year with the Recommended Highway Plan being adopted every even numbered year. It is this ongoing process that supports the designation of the transportation funds for much needed projects in the region and throughout the Commonwealth.

Relocation of US-641

The U.S. 641 corridor project connects the Eddyville and Fredonia areas and aims to improve safety, mobility, and regional access. The supplied 2026 Enacted Highway Plan inventory includes two relocation/new-route items for this corridor. Earlier planning materials described anticipated right-of-way and construction milestones, but those forecasts are not presented here as confirmed current schedules. KYTC's project records and latest plan amendments should guide decisions about acquisition, funding, and letting dates. Sources: KYTC, 641 Connect: Eddyville to Fredonia; supplied 2026 Enacted Highway Plan workbook; see Appendices A and B.

Improvements to US-62

There are currently two projects prioritized for US 62. These projects are aimed at improving safety, mobility, and connectivity to Lyon County.

The first proposed project includes improvements to improve safety, mobility, and connectivity by addressing commercial traffic movements on US-62 from I-24 Exit 40 Interchange ramps to Days Inn Drive. There are pedestrian concerns in the area that are anticipated to be addressed with this project.

The second project for US-62 proposes to address the line-of-sight issue on US 62 at the intersection with KY-810 where east and west bound vehicles approaching both north and south bound intersections of KY 810. The line-of-sight issues exist due to the poor geometrics on US 62 as it curves and passes under the P&L Railroad underpass. It is anticipated that the addition of turn lanes on US 62 combined with other geometric improvements will be necessary. In addition, the project will need to address the poor line-of-sight for vehicles pulling out of KY 810 onto US 62. The project proposes to reconstruct US 62/KY 810 (North and South) intersections to include turn lanes or potential other measures to improve line of sight and safety issues where the P&L Rail overpass meets the two (2) KY 810 intersections.

Improvements to KY-93

The KY-93 proposal addresses sight-distance concerns near the KY-3305 (Riley Road) and Gregory Road intersection. KYTC's SHIFT materials identify the affected routes as KY-93 and KY-3305. Identification in CHAF or

consideration in SHIFT does not, by itself, establish construction funding. The appropriate improvements, priority, and schedule depend on KYTC review. Source: KYTC, SHIFT 2026 District 1 report; see Appendix A.

I-24

Earlier project information identified westbound I-24 pavement rehabilitation between the Exit 56 area and Exit 45. Those materials anticipated work in 2025-2026. This draft does not certify the current letting or completion status. Local officials should consult KYTC project records for active work, subsequent changes, and traffic impacts before relying on a construction schedule.

Modifications to the National Highway System in Lyon County

In early 2025, the Kentucky Transportation Cabinet submitted a request letter to modify the National Highway System (NHS) to incorporate five (5) new intermodal connector routes and request five technical corrections, which included four deletions and one name correction. The request included the addition of 3.091 miles of KY-293 from the I-24/KY-293 Interchange to the Eddyville Riverport Entrance. In April of 2025, the Cabinet received approval from the Federal Highway Administration of the request. The addition of this section of roadway is significant for future transportation planning in Lyon County for several reasons. Roads that are included in the NHS are eligible for federal transportation funding for maintenance, upgrades, and capacity improvements which can reduce the future financial burden on the state and local governments. Intermodal connectors provide linkages critical for enhancing the movement of goods and raw materials. Connecting highways with ports, rail yards, airports, and major freight hubs enhances the movement of goods and services, which increases the potential for the location of manufacturing industry, distribution centers, logistics and freight companies. The NHS designation also often results in higher design and maintenance standards. Roads may be prioritized for resurfacing, signage improvements, and safety enhancements. The designation also identifies the roadway for state and federal long range transportation planning and improvement programs.

Other Projects in the CHAF

Other projects currently in the Continuous Highway Analysis Framework (CHAF) that have not yet been scored or prioritized for funding include:

- The modernization of the KY-933/Riverport Road Intersection
- The development of a new connector route between Chestnut Oak Cemetery Road, KY-1271, and US-62.
- The improvement of the line-of-sight on the curve near the KY-1199 intersection between mile point 0.500 and mile point 0.700.
- The development of turn lanes on westbound US-62 at the Kuttawa Springs Rd Intersection.
- The construction of an east bound turn lane on US-62 at the Lyon County Industrial Park.

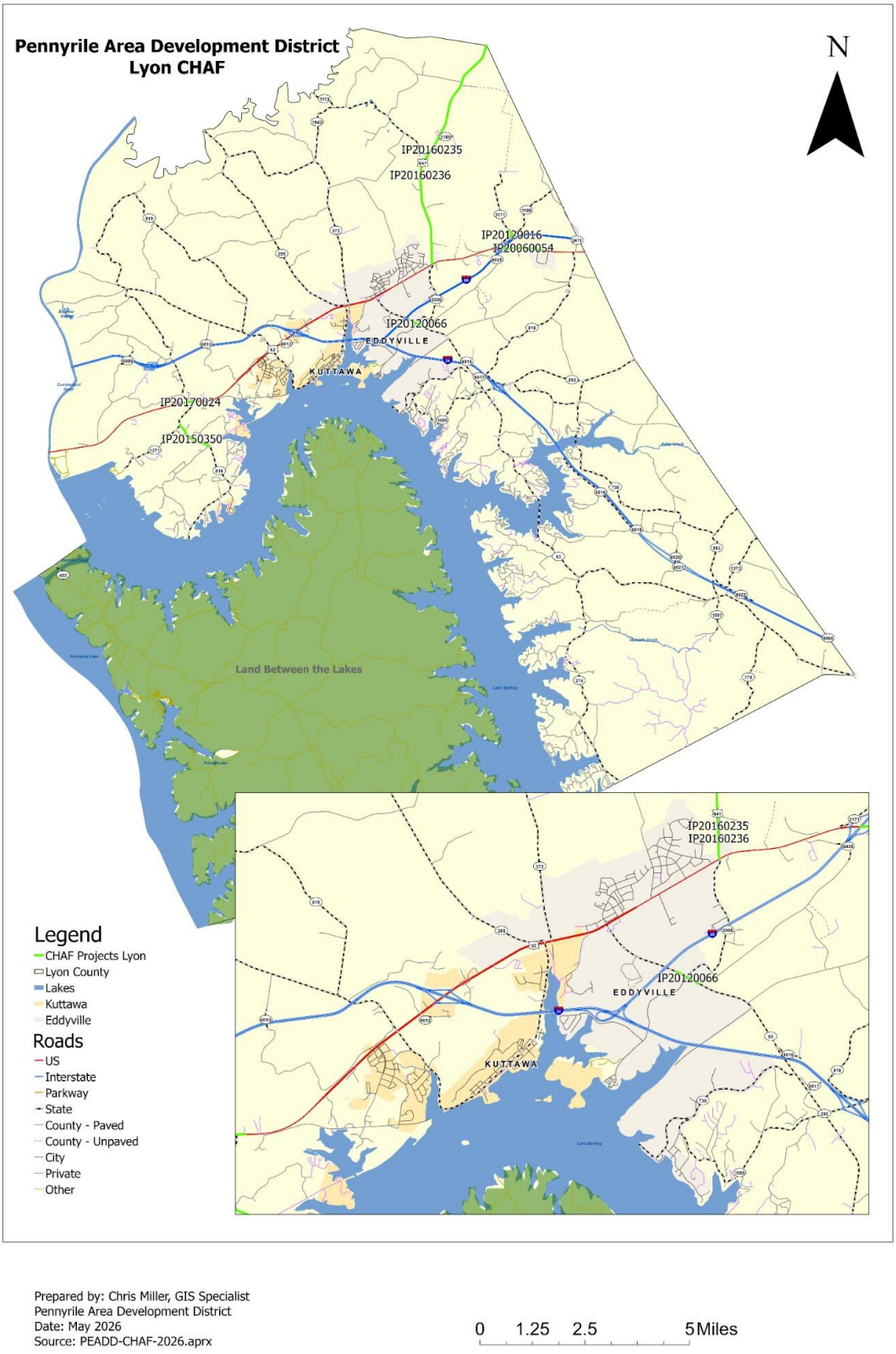


Figure 5-2. Lyon County CHAF Transportation Projects

Source: PeADD, Chris Miller, GIS Specialist, May 2026. CHAF identifies planning concepts, not confirmed project funding.

Planning Projects

The I-24 corridor study examines transportation needs between the Illinois and Tennessee state lines in Kentucky. It provides a basis for identifying future safety and mobility improvements and coordinating with adjoining jurisdictions. An earlier schedule anticipated a report in late 2026; this draft does not represent that forecast as a confirmed completion date. The study's public information is available through the KYTC District 1 project page and the project StoryMap: https://storymaps.arcgis.com/stories/6fe3564db89b44afb22ac8b315d7ca5d.

Safety Initiatives

SS4A

The Infrastructure Investment and Jobs Act (IIJA) established the Safe Streets and Roads for All (SS4A) discretionary program with $5 billion in appropriated funds over 5 years, 2022-2026. The SS4A program funds regional, local, and Tribal initiatives through grants to prevent roadway deaths and serious injuries. In 2022, the Pennyrile ADD submitted an application and was awarded funding for a safety Action Plan during the first round of funding under the SS4A initiative.

The Pennyrile ADD Safety Action Plan brings together crash analysis, public input, and recommended countermeasures for the region. PeADD's transportation resource page provides the plan for review. Lyon County should use the completed plan's priorities to evaluate feasible improvements and pursue eligible funding. Source: PeADD, Transportation Planning, Studies, Plans & Other Links; see Appendix A.

Public engagement for the Safety Action Plan included a survey released in spring 2025. The implementation focus is to evaluate recommended countermeasures, coordinate with roadway owners, and advance projects as resources become available. The plan link below is a reference to the completed regional report, not a notice that the 2025 survey remains open.

High Five Program

The High Five Rural Traffic Safety Seat Belt Program is a program to Kentucky that started in 2022. A data-driven, multi-agency effort to increase seatbelt use and reduce serious injury and fatal crashes on rural roads in Kentucky through the use of education, engineering, and enforcement. It was funded through the National Highway Traffic Safety Administration (NHTSA) and facilitated by the Preusser Research Group (PRG) for the 2023 Federal Fiscal Year (October 1,2022 through September 30, 2023). After the success of the first round of funding, the Kentucky Office of Highway Safety (KOHS) is continuing the program for the state 2025 fiscal year using state funds. Lyon county was chosen as one of the five counties to be included in the second round of projects for the 2025 program year. One of the goals is The High Five project includes local and state engineers and traffic safety professionals working together to identify road hazards and make upgrades wherever possible. The program aims to develop engineering safety improvements based on road safety assessments (RSAs) of roads maintained by the county and state in Lyon County.

RSAs were conducted along seven roadway segments in Lyon County, including portions of KY 93 South, KY 93 North, KY 810, US 62 and Days Inn Drive, and KY 3305. The RSA findings were presented to local and state stakeholders in October 2025. Coordination between the KYTC Highway Safety Improvement Program (HSIP) and the local agencies will determine what recommendations are feasible to move forward with in 2026.

Rail

Lyon County, Kentucky, has limited but strategic railroad access that supports regional commerce and industrial activity. The Paducah and Louisville Railway (PAL) is the primary rail operator in the county, providing a freight service that connects Lyon County to major transportation corridors in Kentucky and beyond. PAL is a regional short-line railroad that runs from Paducah in the west to Louisville in the east, linking to major Class I railroads such as CSX and Norfolk Southern, which expand shipping capabilities across the country.

The rail line in Lyon County primarily serves industries involved in agriculture, mining, and manufacturing, facilitating the transportation of goods such as grain, coal, and industrial materials. The proximity to the Tennessee and Ohio Rivers also allows for intermodal connections, making rail an efficient option for companies looking to transport goods between waterways, highways, and rail networks.

Although Lyon County does not have a passenger rail service, the freight rail infrastructure remains an important asset for local businesses, particularly in Eddyville and Kuttawa, where industrial activity benefits from rail accessibility. The continued operation of the PAL Railway in Lyon County supports economic development, job growth, and regional trade, making it a key part of the county's transportation framework.

Airport

Lyon County, Kentucky, does not have a commercial airport within its borders but has access to several regional and international airports nearby. The closest airport is Princeton-Caldwell County Airport (2M0), located approximately 20 miles northeast in Princeton. The airport is a small general aviation airport primarily serves private and corporate aircraft, offering a 4,099-foot runway and basic aviation services. For commercial air travel, Lyon County residents have three (3) options within a 1-2 hour drive.



The Barkley Regional Airport (PAH) is located about 50 miles to the west in Paducah. Barkley Regional is classified as a non-hub primary commercial service facility. The only airline currently offering flights is Contour Airlines, with services to Charlotte Douglas International Airport in Charlotte, North Carolina. It is the closest option for passenger flights.



The Nashville International Airport (BNA) is located approximately 120 miles to the southeast. This major airport offers a wide range of domestic and international flights, making it the primary choice for long-distance and international travel. The airport has one terminal with five concourses and a total of 54 gates. To meet the increasing passenger demand, BNA began the design phase for its second major expansion, known as New Horizon, in 2022. According to the website, the project will be phased in over six years with an expected completion in late 2028.



The Evansville Regional Airport (EVV) is located approximately 100 miles north in Evansville, Indiana. The non-hub primary service airport and provides additional commercial flight options with connections to major U.S. cities. The terminal has two concourses which include five (5) jet bridges and seven (7) hardstand gates. Currently Delta, Allegiant, and American Airlines offer flights through this location.

While Lyon County itself does not have an airport facility within the county, the combination of local general aviation options and nearby commercial airports ensures convenient access to air travel for residents, businesses, and visitors.

There are several public general aviation airports in close proximity to Lyon County. These include Princeton-Caldwell County (2M0) Airport, Lake Barkley State Park (1M9) Airport, Kentucky Dam State Park (M34) Airport, Kyle-Oakley Field (KCEY) Airport, and the Marion-Crittenden County James C Johnson Regional (KGDA) Airport.

Inland Waterways

Lyon County, Kentucky, has significant river transportation access due to its location along the Cumberland River and the Tennessee River, which are both part of the larger inland waterway system. These rivers provide vital commercial and recreational navigation routes, linking Lyon County to major trade hubs and the Mississippi River system.

Recreational and Tourism Use

Eco-Tourism is a key component to the economy of Lyon County. Lake Barkley, a reservoir of the Cumberland River, is a major recreational and tourism hub. The Land Between the Lakes National Recreation Area (LBL) is a 170,000-acre man-made peninsula situated between Lake Barkley and Kentucky Lake. It supports boating, fishing, and water sports, attracting visitors to Lyon County. Each year approximately 1.5 Million visitors visit the area. The recreation area has more than 200 miles of trails and abandoned roads that wander through fields and forests and along scenic lakeshores. The North South Trail, at 58 miles long, is the longest and runs the length of the park into Tennessee. The Land Between the Lakes is managed by the United States Forest Service. The cities of Kuttawa and Eddyville are home to marinas, marine outfitters, marine sales, marine service, restaurants, theatres, shopping, and more. Several marinas and docks, such as those in Kuttawa and Eddyville, cater to both.

Commercial River Transport

The Tennessee River flows along the western boundary of Lyon County, providing a connection to the Tennessee-Tombigbee Waterway and the Ohio River, which leads to the Mississippi River and the Gulf of Mexico. The Cumberland River, which runs through the county, connects to Barkley Lake and Lake Barkley Lock and Dam, allowing for controlled navigation and barge traffic. The Kentucky Lock and Dam on the Tennessee River and the Barkley Lock and Dam on the Cumberland River facilitate the movement of large cargo shipments, particularly for coal, grain, chemicals, and other industrial goods. Eddyville Riverport and other docking facilities support barge loading and unloading, contributing to the county's economy by providing cost-effective bulk transportation for industries.

Economic and Strategic Importance

The navigable waterways in Lyon County provide key advantages for industries by reducing shipping costs and offering an alternative to rail and highway transport. The ability to move bulk commodities efficiently makes river transportation an essential part of the county's economic infrastructure and logistics network.

In 2025, the Kentucky Transportation Cabinet (KYTC) in partnership with the Tennessee Department of Transportation (TNDOT) submitted an application to the US Department of Transportation Maritime Administration requesting the Cumberland River be designated as a United States Marine Highway. Designating

the Cumberland River as a Marine Highway will broaden the opportunity for local planning agencies, industries, and shippers to apply for US Department of Transportation (USDOT) grants through the Maritime Administration (MARAD). These grant opportunities can support supply chains through investments that help move goods more quickly and efficiently along the river. Additionally, by investing in infrastructure that improves the efficiency of shipping along the river, suppliers gain more options to move their products, while also helping to reduce congestion on regional highways and railroads leading to improved air quality and lower fuel consumption.

The Pennyrile Area Development District also proposed that the Federal Highway Administration (FHWA) designate KY-293, KY-93, and CS-1079 (Port Authority Rd) as intermodal connectors within the National Highway System (NHS). These routes serve as connectors between the Eddyville Riverport and I-24. The designation requires the route to meet a variety of criteria.

The route meets the primary criteria for intermodal connectivity in being a bulk commodity terminal that handles more than 500,000 tons per year by highway. Based on information provided by Amanda Davenport, Executive Director of the Eddyville Riverport & Industrial Development Authority, the Riverport facilitates the transfer of approximately 725,800 tons of bulk commodities annually.

The route also meets the secondary criteria for intermodal connectivity in that there has been significant investment in the terminal. The Eddyville Riverport received a Port Infrastructure Development Program (PIDP) grant in 2022 that will allow the construction of a new inlet, expanding the capacity of the port. Significant increase in the tonnage is anticipated following the completion of construction. More recently the Eddyville Riverport has been awarded $1,265,075.00 through a Kentucky Public Riverport Construction and Maintenance (KPRCM) grant that will allow increased capacity. They have also been awarded $399,348.00 through a grant from the Kentucky Riverport Improvement (KRI) Program.

Bike and Pedestrian Planning

As a community that already has an established tourism industry as a result of close proximity to the Land Between the Lakes Recreation Area, the County is perfectly situated to expand on the tourism industry by investing in planning for Bicycle and Pedestrian uses in the existing transportation system. Bike and pedestrian tourism is a growing trend that promotes active travel and offers numerous benefits for both travelers and host communities. By providing safe and accessible infrastructure, such as trails, paths, and bike and pedestrian friendly streets, Lyon County can attract more visitors who seek a combination of outdoor recreation, cultural experiences, and scenic beauty. Expanding tourism in this manner can boost the local economy through increased spending at businesses, restaurants, and accommodations while enhancing the quality of life for residents by promoting healthier lifestyles, reducing traffic congestion, and preserving natural environments. In recent years, additional funding focused on expanding bicycle and pedestrian facilities has been established through Federal Initiatives and Foundation Grants not only for transportation purposes but for community health and tourism purposes.

Constraints to potential bicycle and pedestrian upgrades to the existing transportation system include the possibility of limited space to add new bike lanes or sidewalks, cost of construction and maintenance, the suitability of the existing roadways as it relates to terrain, existing infrastructure which may not be easily adaptable to accommodate bike and pedestrian traffic, and the expense of expanded right-of-way if needed.

Further planning by the County is needed to establish a Bicycle and Pedestrian Plan that would inventory the existing assets, establish potential new routes, and prioritize funding.

Streetscape

As the Cities of Kuttawa and Eddyville were partially inundated with the creation of Lake Barkley, the city centers were relocated at that time. The speed in which the cities were relocated did not afford adequate time for planning for beauty and connectivity over necessity of functionality. Mid-century transportation planning in general often favored the automobile over pedestrian or other modes of transportation in rural areas and as a result the decorated streetscape of the early 20th century became a less favored expense over functionality. Streets were increasingly designed to accommodate the flow of vehicular traffic, often at the expense of pedestrians and other modes of transportation. In addition, general city design of the time period typically centered around functionality, minimalism, and the rejection of ornamentation. The approach sometimes resulted in sterile and unwelcoming pedestrian environments. In more recent years there has been more focus on the development of Complete Streets which is a design approach that prioritizes the safety and comfort of all street users, including pedestrians, cyclists, and people of all ages and abilities. In addition, many cities have prioritized the streetscapes of their communities not only for the benefit of their residents but to draw in potential residents and visitors that seek vibrant public spaces that foster social interaction and create a sense of place and community identity.

Several opportunities for streetscape improvements were identified in the 2017 Comprehensive Plan. In Eddyville, Main Street from US 62 to Fairview Avenue was identified as a potential streetscape project. The plan proposed the scope of the project to include moving overhead utility lines underground and planting trees along the right-of-way, as well as possible sidewalk improvements, converting streetlights to pedestrian scale lighting, and other improvements. The cost to put overhead power lines underground varies significantly depending on factors like location, existing infrastructure, and the complexity of the project. Substantial upgrades to the streetscape could be made that will draw the eye down toward the improvements without relocating the existing overhead lines which will keep project costs down and achieve a similar aesthetic.

Projects in the City of Kuttawa include a section of Lake Barkley Drive in Old Kuttawa from approximately the Amphitheater entrance (1st Street) to just past the Kuttawa Harbor Entrance (6th Street) and some areas around Kuttawa City Hall.

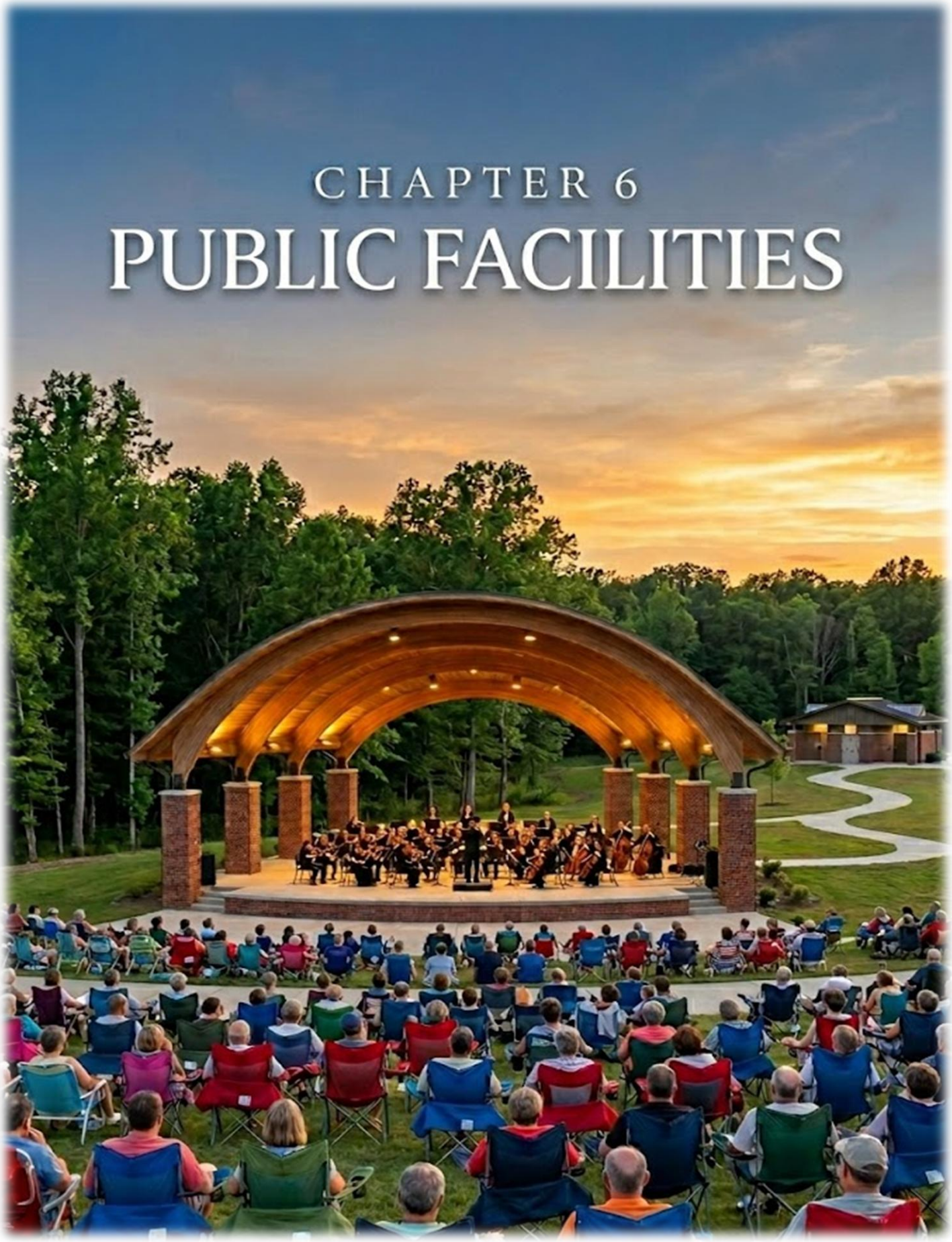
Gateway

In both Eddyville and Kuttawa there are opportunities for gateway features to be added at the entrances to the city. When a community designates a gateway area they can be designed with varying intended purposes. These areas can be designed as small, open-air spaces near major entry points that serve as mini civic centers or “front porches” to the town. They can be designed as community gathering spaces with seating, shaded areas, and amenities like Wi-Fi access. The community can encourage local events, markets, or performances to activate these spaces. With minimal upfront cost or commitment, you can improve the first impression of the city and offer a gathering space for both residents and visitors. Gateway areas can also be flexible-use areas designed to host temporary events such as seasonal farmers’ market, food trucks, or craft fairs. This design can bring life to a gateway with periodic activation and support local entrepreneurship.

The 2017 Comprehensive Plan identified four (4) potential sites for Gateway projects: 1) Eddyville Main Street entrance adjacent to US 62, 2) Old Kuttawa, East Gateway entrance on Lake Barkley Drive, 3) Old Kuttawa, West Gateway entrance on Lake Barkley Drive, and 4) Kuttawa Lakeshore Drive entrance adjacent to US 62. Since 2017

there has been decorative signage added to these areas identifying the cities. In Kuttawa, there are four (4) access points to US 62 from Vista Drive and as a result it is difficult to identify the true gateway to the City. While the signage that has been added aids in identifying Lakeshore Drive as the official gateway to the City, a visual buffer is needed to focus attention toward the Lakeshore Drive gateway. The green space area between the KYTC right-of-way and Vista Drive provides limited area and is impeded by overhead lines. Plantings along this section that are low growing and require little maintenance such as pollinator areas may be a low cost, low maintenance method of focusing the view on the Lakeshore Drive entrance. Public art in this area themed to coordinate with the Lake may also be effective to identify the gateway.

In Eddyville, the gateway entrance at US 62 and Main Street has been improved with plantings around the existing signage. Additional improvements to the gateway could include street banners, decorative lighting, planters, and benches. There is also an empty lot at the corner of Frank Tanner Avenue and Main Street that could serve as a multipurpose location for local events, markets, or performances. The addition of this public space would require acquisition of the vacant lot and potentially some upgrades to surfacing and utilities.


CHAPTER 6
PUBLIC FACILITIES

INTRODUCTION

The Public Facilities Element serves as a critical guide within a community's comprehensive plan, providing a clear roadmap for planning, coordinating, and managing the public services and infrastructure necessary to support both current and future growth. The element begins with an inventory of existing facilities, including educational institutions, healthcare offices and centers, public parks and recreation areas, police stations, fire stations, emergency services, libraries, city hall, county offices, water treatment and distribution, wastewater collection and treatment, solid waste management, senior centers, community centers, cultural facilities. The element will include an assessment of facility capacity and condition. The element will outline future needs by considering projected population growth and land use plans, ensuring that infrastructure keeps pace with development and preventing growth in the absence of necessary services. The element also sets clear standards for the level of service a community aims to provide, such as response times for emergency services, which guide future decisions on the location and design of new facilities. Finally, it plays a vital role in fiscal planning by helping to prioritize and schedule major infrastructure projects and aligning these needs with the community's long-term Capital Improvements Program (CIP). Ultimately, this element ensures that a community's growth is managed in an orderly and efficient way, guaranteeing that public services and infrastructure are available to support both residents and the overall quality of life.

HEALTHCARE

Lyon County, Kentucky exemplifies the complex healthcare challenges faced by many small, geographically dispersed communities across the state. While the county benefits from a close-knit community and access to regional partnerships, the healthcare infrastructure is somewhat limited which may result in significant implications related to access to needed services, equity in access, and overall community health. Assessing the existing healthcare system suggests a somewhat constrained capacity, impacted by workforce shortages, limited in-county service availability, and heavy reliance on neighboring larger communities.

FACILITIES

Lyon County does not currently have a full-service hospital. Emergency, inpatient, and specialized care services are primarily accessed through regional facilities in surrounding counties. The nearest hospitals include Marshall County Hospital, Caldwell Medical Center, and Trigg County Hospital. Larger area hospitals include Mercy Health–Lourdes Hospital and Baptist Health in Paducah, Baptist Health in Madisonville, and Jennie Stuart Medical Center in Hopkinsville. These facilities are located between 30 to 60 miles away. While these institutions provide comprehensive care including surgical services, obstetrics, intensive care, and advanced diagnostics and treatment, travel time can pose a barrier during medical emergencies, particularly for elderly or transportation-limited residents.

Within Lyon County, the healthcare system includes primarily small-scale outpatient services and primary care practices. The Lyon County Primary Care Center, located in Eddyville, offers general family medicine, preventive screenings, chronic disease management, and limited laboratory services. Some urgent care services may also be available episodically through mobile clinics or special programs coordinated by the Pennyrile District Health Department, which serves a broader multi-county area. However, the absence of an in-county emergency department, surgical

facilities, or specialty clinics necessitates frequent out-of-county referrals, potentially delaying care for conditions that require timely intervention.

WORKFORCE AND PROVIDER AVAILABILITY

A critical limitation within Lyon County's healthcare system is the shortage of practicing physicians, nurses, and mental health professionals. Much of the county is designated by the federal government as a Health Professional Shortage Area (HPSA) for primary care, dental health, and mental health. This designation reflects the difficulty many residents experience in accessing care in a timely manner due to insufficient provider availability. Physician-to-population ratios are well below national benchmarks, and specialist services such as endocrinology, cardiology, or neurology are absent within the county.

To help bridge these gaps, the local system relies heavily on advanced practice providers, including nurse practitioners and physician assistants, particularly in primary care settings. Still, recruitment and retention remain significant challenges, with healthcare professionals often preferring urban or suburban practice environments. The lack of professional support networks, hospital affiliation, and continuing education opportunities further exacerbate the difficulty of attracting medical personnel to rural areas like Lyon County.

RANGE OF SERVICES OFFERED

The healthcare services available in Lyon County are primarily preventive and routine in nature. These include wellness exams, vaccinations, blood pressure and diabetes screenings, and some chronic disease management. Services are delivered by independent clinics, community health centers, and local health department staff. Behavioral health services are offered on a limited basis through partnerships with regional providers, but in-county access to full psychiatric evaluations, addiction treatment programs, or crisis intervention services is scarce.

Specialty services such as imaging (MRI, X-Ray, CT), outpatient surgery, cancer care, and OB-GYN services are typically accessed in nearby counties. Dental, chiropractic, and vision services are also limited; many residents must travel significant distances for routine exams, orthodontics, or restorative dental care. Home health services and hospice care are available through regional networks, but coverage can vary depending on location and insurance. Dialysis services are available in the City of Kuttawa,

Emergency medical services appear to meet the basic needs of the county with ambulance services provided through the taxing district, air evac services provided out of Crittenden County, and a water response unit providing rescue services for the lake area. Medical personnel also attend local sporting events as a courtesy to the community.

ACCESS TO CARE

Access to healthcare in Lyon County is significantly shaped by geography, income, and transportation availability. While the county benefits from major highway corridors, including I-24 and US 62, a sizable portion of the population lives in rural or unincorporated areas with limited connectivity. Public transportation options are virtually nonexistent outside of targeted senior or

Medicaid-funded non-emergency medical transportation services. For residents without reliable personal vehicles, particularly low-income individuals or the elderly, accessing out-of-county care is a substantial barrier.

In addition to physical access, financial access also presents challenges. While many residents are insured through Medicare, Medicaid, or employer-based coverage, a portion of the population remains uninsured or underinsured, limiting their ability to seek timely care. High out-of-pocket costs for specialist visits, prescriptions, or diagnostic services may lead residents to delay or forgo care altogether.

HEALTHCARE UTILIZATION AND COMMUNITY HEALTH INDICATORS

Patterns of healthcare utilization in Lyon County reflect these access constraints. Residents may frequently rely on emergency departments in neighboring counties for non-emergency care, contributing to strained resources, reduced quality of care, provider burnout, higher cost, and fragmented care. Preventive and routine care like cancer screenings, annual physicals, and prenatal care appears to be underutilized resulting in higher rates of avoidable hospital admissions for preventable conditions such as asthma, congestive heart failure, and diabetes complications.

The county also faces elevated rates of chronic disease, consistent with regional and statewide trends. Cardiovascular disease, diabetes, COPD, and obesity are prevalent, and tobacco use remains a significant public health concern. Substance use disorders, including opioid dependency, are present but likely underreported due to stigma and limited local treatment capacity.

Mental health and behavioral health care is an increasingly urgent need. Long wait times, limited psychiatric providers, and the absence of in-county inpatient or intensive outpatient programs contribute to gaps in care for residents experiencing mental health crises, trauma, or addiction.

ONGOING EFFORTS AND OPPORTUNITIES FOR IMPROVEMENT

Despite these challenges, Lyon County is engaged in ongoing efforts to expand access and improve health outcomes through regional collaboration. The Pennyrile Area Development District (PeADD), along with the Pennyrile District Health Department, local clinics, and school-based health initiatives, are working to coordinate care, provide health education, and offer mobile services in underserved areas.

OPPORTUNITIES

The expansion of broadband internet in Lyon County, Kentucky, would be a transformative development for healthcare, addressing long-standing challenges faced by most rural communities. The most significant benefit would be a massive expansion of telehealth and virtual care opportunities. High-speed internet allows residents to have virtual appointments with primary care doctors, specialists, and mental health professionals without the burden of long-distance travel. This is particularly crucial for those with limited mobility, chronic illnesses, or for accessing specialized care not available locally. For instance, a patient in Lyon County could have a secure video consultation with a cardiologist in a major metropolitan hospital, eliminating the need for a

full day's travel. This not only saves patients time and money but also helps reduce the strain on local emergency services by allowing people to seek routine or non-urgent care more conveniently.

The implementation of scholarships, loan repayment programs, and regional training pipelines would be a powerful strategy for attracting and retaining healthcare providers in Lyon County. These initiatives directly address the two primary barriers that deter professionals from working in rural areas: financial burden and professional isolation. Medical school and other healthcare education programs are notoriously expensive, leaving graduates with a heavy debt load. By offering scholarships that reduce or eliminate tuition costs or establishing loan repayment programs that forgive a portion of that debt in exchange for a service commitment, Lyon County could make itself a highly attractive destination. These financial incentives help a community stand out in a competitive job market, as they offer a tangible benefit that can significantly improve a provider's quality of life and financial stability, making a rural setting a more viable career choice.

Leveraging mobile clinics would be a transformative strategy for bridging the healthcare access gaps in the remote areas of Lyon County, where residents often face significant barriers to care such as long travel times, lack of transportation, and limited local services. These fully equipped vehicles can bring vital services directly to communities, offering a wide range of care, including dental, mental health, and preventive services, which are often the first to be neglected in rural areas. For dental care, a mobile clinic could provide essential screenings, cleanings, and minor procedures, preventing more serious and painful issues that might otherwise lead to costly and avoidable emergency room visits. In the realm of mental health, a mobile unit offers a discreet and convenient way for residents to access counseling and support services without the stigma or logistical challenges of visiting a traditional clinic, an especially critical benefit given the high rates of mental health struggles and limited providers in many rural communities.

Strengthening referral networks and care coordination with nearby health systems is a crucial strategy for improving continuity of care and patient outcomes in a rural area like Lyon County. When a primary care provider in a small community has a seamless and trusted relationship with specialists at a larger regional health system, it ensures that patients receive the right care at the right time. This collaboration prevents the fragmented care that often plagues rural healthcare, where a patient might have to navigate a complex system of appointments and information transfers on their own. Instead, a strong referral network allows the local provider to act as a central hub, coordinating all aspects of a patient's treatment. This means a patient's medical history, lab results, and treatment plans are accurately and efficiently shared between providers, reducing the risk of redundant tests, conflicting prescriptions, or delayed diagnoses.

UTILITIES

WATER AND WASTEWATER SYSTEMS

EXISTING CONDITIONS

Lyon County's water and wastewater systems are critical public facilities that serve residents, businesses, and institutions throughout the county. Three separate providers currently manage these services: the Lyon County Water District, the City of Eddyville, and the City of Kuttawa. While these utilities provide the backbone of essential infrastructure, their systems are fragmented, aging, and increasingly strained by both natural disasters and population growth.

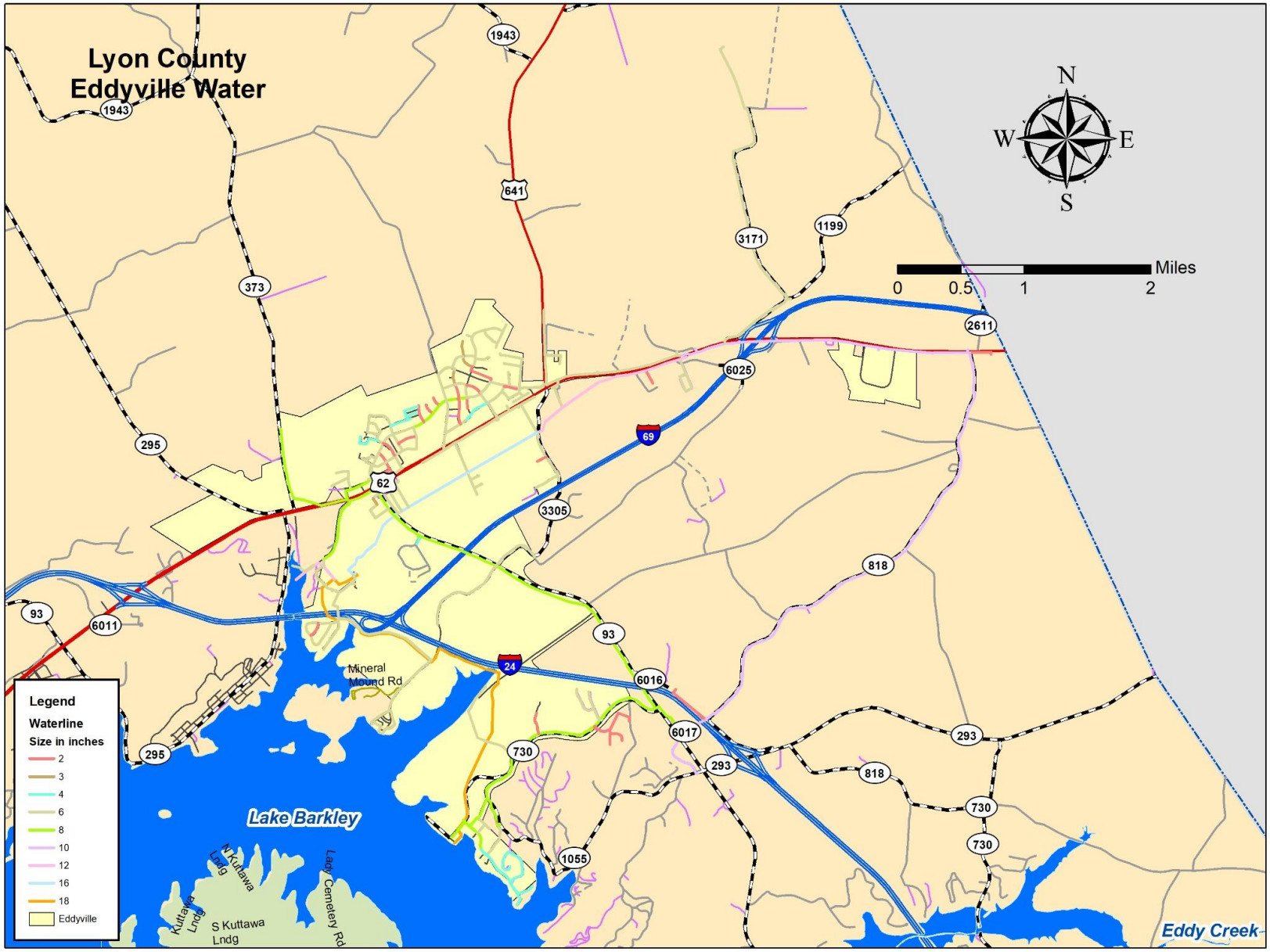
Much of the infrastructure is approaching or past its intended service life. The City of Kuttawa's wastewater facility is over 40 years old, and Eddyville's treatment plant is more than two decades old. These aging systems require frequent maintenance and are increasingly at risk of failure. At the same time, population growth has been driven primarily by in-migration rather than natural increase. This increased need for services in the lake area has created additional demand. The 2020 Decennial Census reported 8,680 residents. The 2024 American Community Survey (ACS) reported Lyon County's population at 8,900 residents. Recent projections from various population trackers such as kentucky-demographics.com, usafacts.org, and datacommons.org have indicated an increase between 2024 and 2026, rising to more than 9,100 residents. This growth places further pressure on existing facilities, which must also meet the needs of local businesses, tourism operations, and agricultural enterprises.

RECENT CHALLENGES

The vulnerability of Lyon County's water and wastewater systems has been highlighted by a series of natural disasters and system failures. The December 2021 tornado, the December 2022 freeze, and the January 2025 winter storm all exposed weaknesses in local utility infrastructure, resulting in water shortages and wastewater service disruptions.

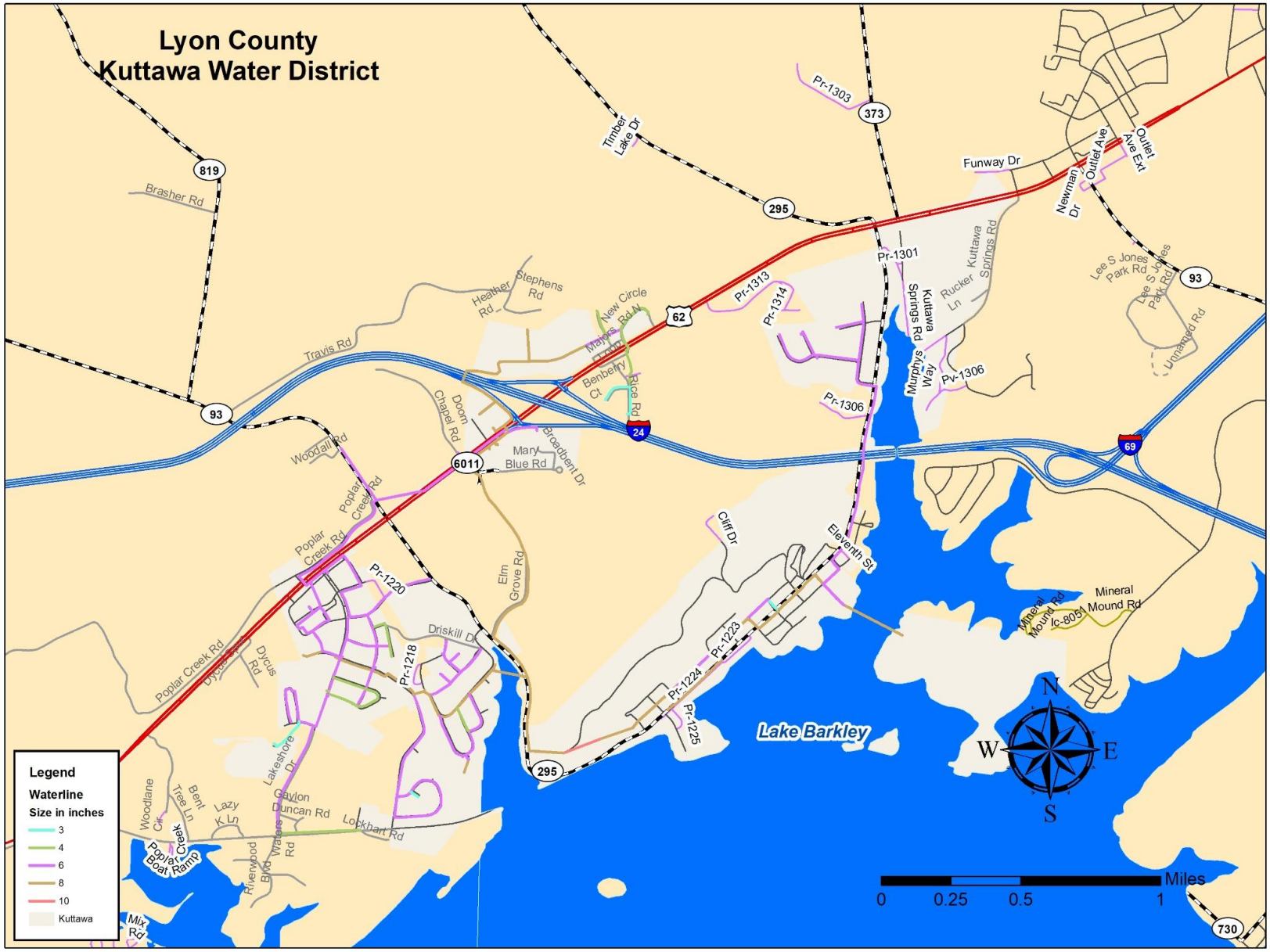
Most critically, in January 2025 the Eddyville Sewer Treatment Plant experienced a catastrophic failure of its Sequential Batch Reactor Tank. Nearly 800,000 gallons of partially treated sewage were lost before emergency containment was established. Structural assessments determined that the tank could not be feasibly repaired, forcing the City to rely on temporary treatment solutions. This incident illustrates the precarious state of existing infrastructure and the urgent need for more resilient facilities.

Such disruptions affect more than daily residential life. They place strain on businesses, agriculture, healthcare, and emergency services. They also deter economic investment, as potential employers are unlikely to expand into areas without reliable water and wastewater systems.



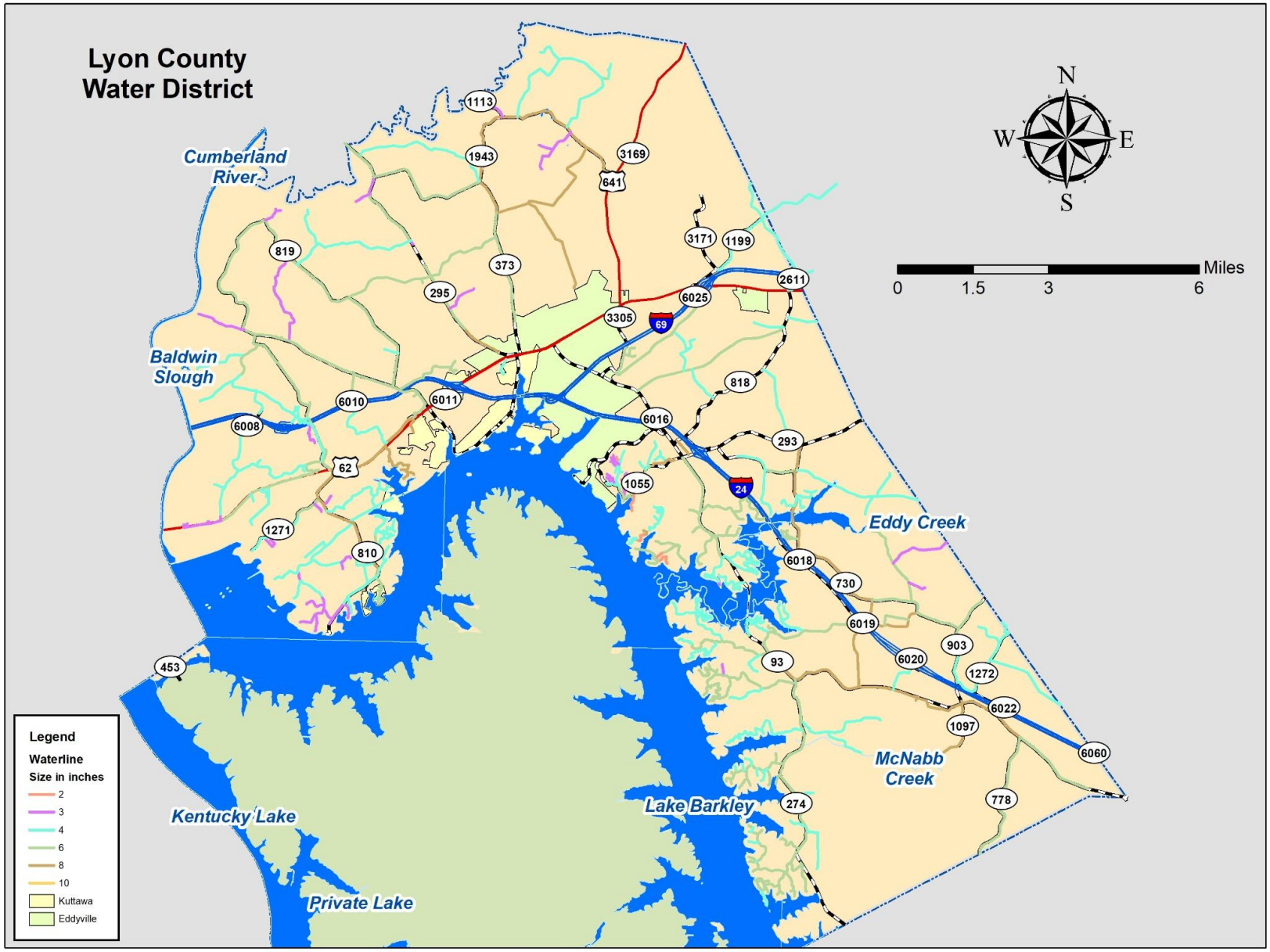
Eddyville Water Distribution

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.



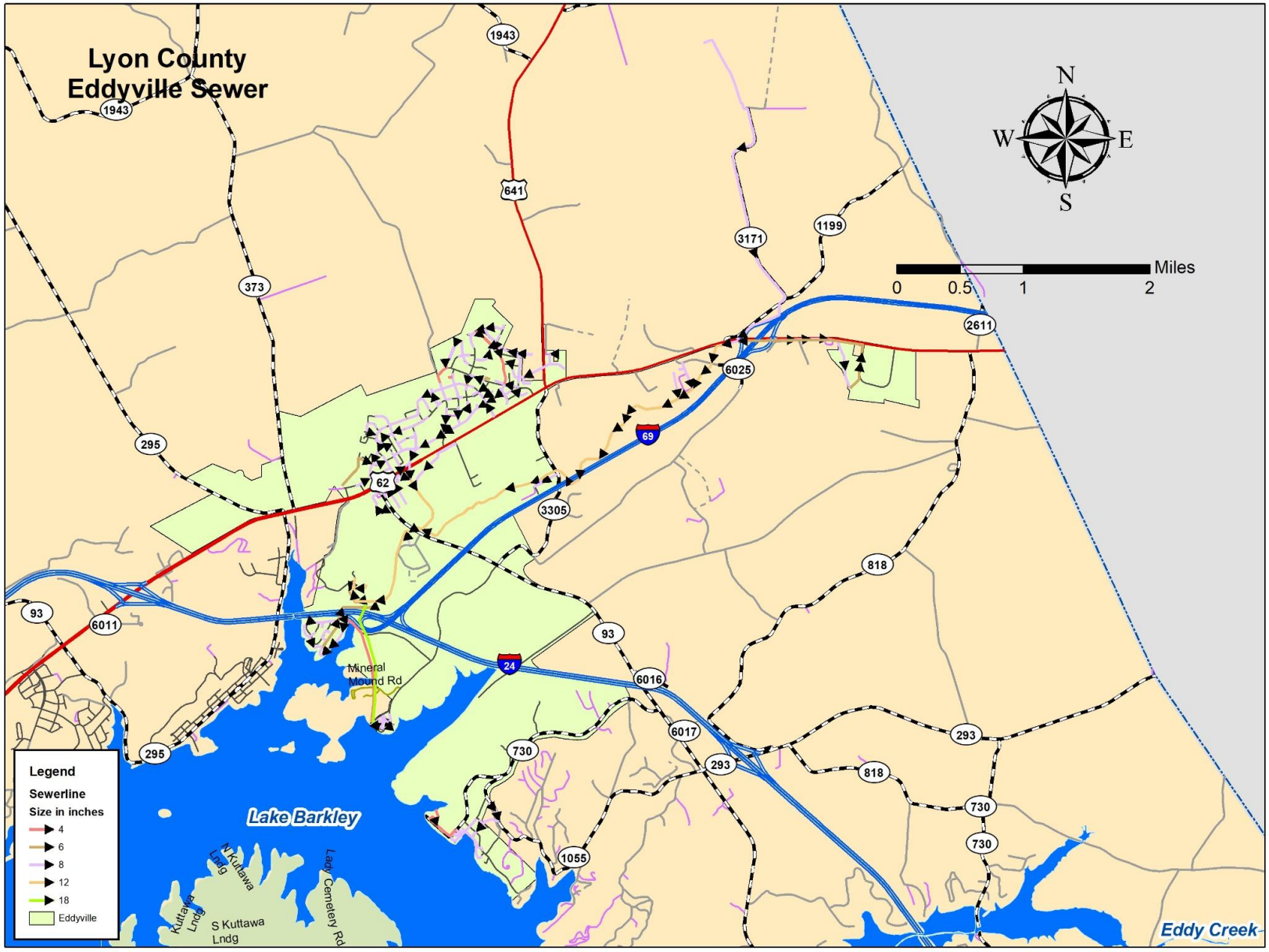
Kuttawa Water Distribution

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.



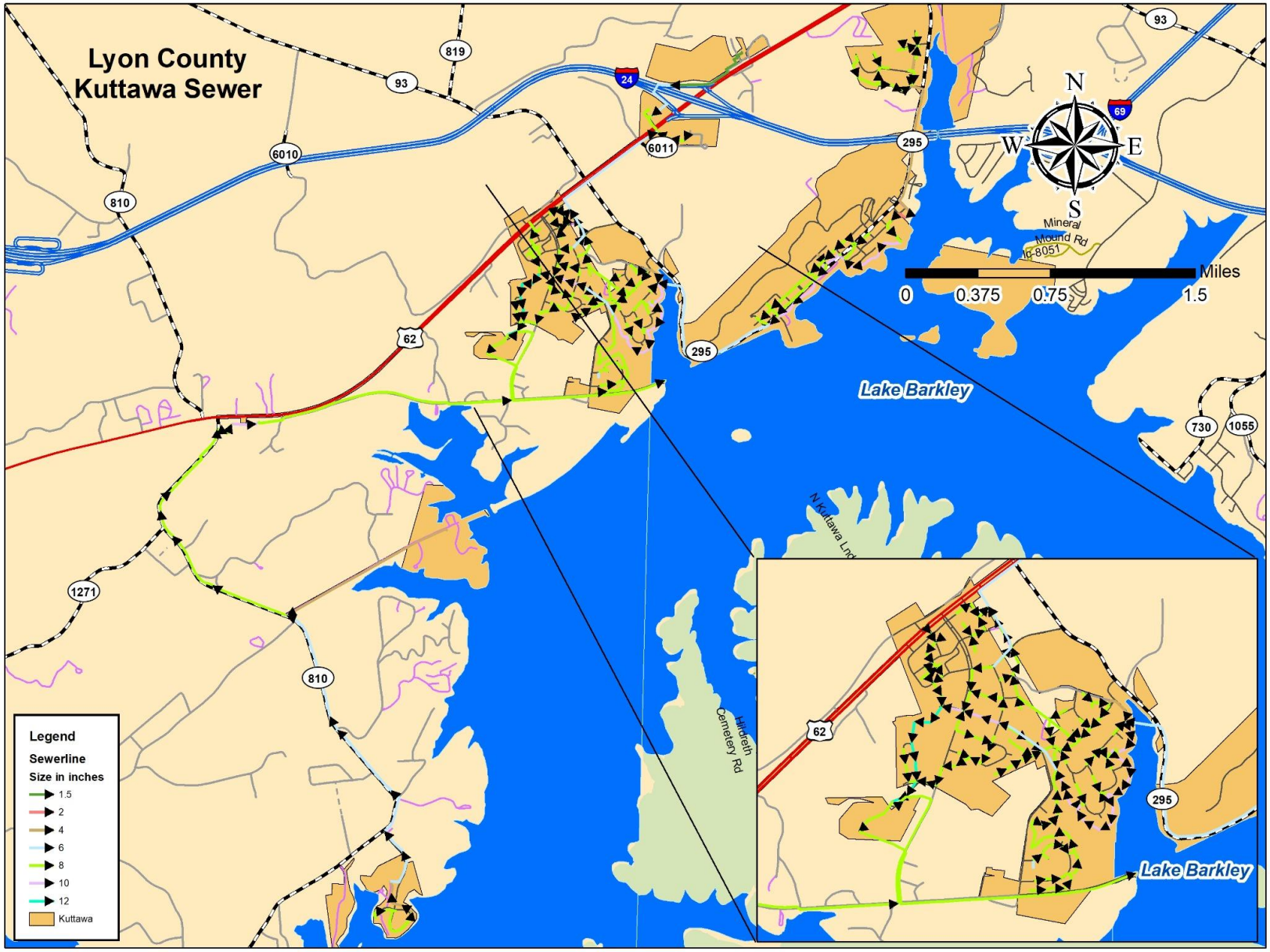
Lyon County Water District Distribution

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.



Eddyville Sewer Collection

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.



Kuttawa Sewer Collection

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.



Lyon County Water District Sewer Lines

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

FUTURE NEEDS

To ensure reliable service and to support future development, Lyon County must modernize and strengthen its water and wastewater systems. The County's growth, coupled with its economic development goals in tourism, agriculture, and industry, requires a dependable infrastructure network that can meet current and future demand.

Replacing outdated wastewater treatment facilities in Eddyville and Kuttawa would be a major step toward strengthening Lyon County's water and wastewater system. The older plants are often unable to handle current demands due to increased population and more stringent environmental regulations, leading to inefficiencies and a higher risk of system failures. These facilities also rely on aging equipment that is prone to breakdowns, resulting in frequent maintenance and, in some cases, catastrophic leaks or spills of untreated or partially treated sewage. Upgrading to modern plants with advanced technology would significantly increase treatment capacity, allowing the system to handle larger volumes of wastewater more effectively and reliably. This also leads to better environmental outcomes by ensuring that discharged water is cleaner and safer for the surrounding ecosystems, like Lake Barkley, and reduces the potential for harmful pollutants to enter local waterways.

Increasing system redundancy in a water and wastewater system ensures uninterrupted service during emergencies by providing backup components and pathways to prevent single points of failure. Backup equipment and alternate service routes can help reduce disruptions when a component fails. For example, a redundant system might have multiple pumps, pipes, or power sources that can immediately take over if the primary one fails. This is particularly critical during emergencies like a major power outage, natural disaster, or equipment malfunction. With redundancy, if a main pump breaks down or a pipe bursts, the backup system can automatically kick in without any manual intervention, ensuring that water continues to be delivered to homes and businesses and that wastewater is treated without interruption. This proactive approach not only maintains essential services but also prevents public health crises that can arise from a lack of clean water or the overflow of untreated sewage. The County is the recipient of a $3M Interconnect grant through the Delta Regional Authority (DRA) to improve redundancy in the water system by adding booster stations.

Upgrading water and wastewater infrastructure in Lyon County, Kentucky is essential to address both the pressures of increased demand and the necessity of complying with modern environmental regulations. As communities like Eddyville and Kuttawa experience growth, whether from residential expansion or industrial development, their existing systems are strained. Older facilities were not designed to handle a larger volume of water consumption and wastewater output, leading to reduced efficiency and a higher likelihood of system failures, such as water main breaks or sewer overflows. At the same time, federal and state environmental regulations, such as those governed by the Clean Water Act, have become more stringent, requiring more advanced treatment processes to remove pollutants and contaminants before water is returned to the environment. Upgrading this infrastructure means installing modern equipment that is not only more efficient but also capable of meeting these stricter standards, safeguarding local water sources like Lake Barkley. This dual need for increased capacity and improved treatment quality makes these upgrades a fundamental investment in the long-term health, safety, and economic viability of the county.

Improved coordination among Lyon County's three water and wastewater providers would significantly boost efficiency and financial sustainability. Rather than each utility operating in a silo, a collaborative approach would enable them to achieve economies of scale. For instance, they could jointly purchase essential chemicals and equipment in bulk, securing lower unit costs than they could individually. They could also share specialized technical expertise and expensive machinery, eliminating the need for each utility to own and maintain its own full suite of resources. This is particularly valuable for complex and costly projects, such as major infrastructure upgrades, where pooling resources can make projects more financially feasible and reduce the burden on individual ratepayers. Ultimately, this collaboration would lead to lower operating costs, allowing providers to stabilize or even reduce rates for customers while ensuring the long-term financial health of their systems.

Strategies and Recommendations

A key strategy identified by the County is regionalization of water and wastewater systems. Lyon County Fiscal Court, in partnership with Eddyville, Kuttawa, and the Lyon County Water District, is advancing a Water and Wastewater Regionalization Feasibility Study to assess whether consolidating systems or formalizing interlocal agreements could improve efficiency, reliability, and financial viability. The plan identifies a $150,000 Delta Regional Authority (DRA) award to support the study.

The study will evaluate the hydraulic capacity and condition of existing systems, conduct field inspections and performance testing, analyze the financial feasibility of regionalization, explore governance and operational models for a consolidated system, and develop a Capital Improvements Plan (CIP) to guide future investments and funding.

Regionalization of water and wastewater systems in Lyon County, Kentucky, offers numerous benefits that improve efficiency, sustainability, and economic development. By consolidating multiple smaller, often aging, systems into a single, larger entity, the region can achieve significant economies of scale. This allows for the construction and maintenance of modern, more efficient treatment plants and infrastructure that individual towns or districts couldn't afford on their own. For example, a single regional plant drawing from a reliable water source like a major river can replace several smaller, less-reliable plants, ensuring a more consistent and higher quality water supply for everyone.

This consolidation also leads to enhanced operational and managerial capacity. Instead of each small system having its own staff, a regional system can employ specialized experts in water quality, engineering, and finance, leading to better-managed operations and improved compliance with strict environmental regulations. This shared management model also streamlines services like purchasing and contracting, reducing costs and increasing overall efficiency. Ultimately, a robust, regionalized water and wastewater system provides a solid foundation for economic growth, making the area more attractive to industrial and commercial businesses that require a reliable and abundant water source. Additionally, it helps to safeguard public health and protect the environment by reducing the risk of a small, struggling system failing and causing widespread service disruptions or pollution.

Regionalization of the water and wastewater systems in Lyon County would significantly enhance the region's resilience to natural disasters and system failures. By creating a larger, interconnected network, a regional system can implement a redundancy of infrastructure that individual, smaller systems cannot afford. For example, a single, regional system could have multiple intake points or treatment facilities, so if one is damaged by a flood or a tornado, the system can draw from another source to continue providing services. This contrasts with smaller systems that often rely on a

single, vulnerable source, which can lead to complete service outages if that source is compromised.

Furthermore, a regionalized approach enables the creation of a mutual aid network and the pooling of resources. In the event of an emergency, the regional authority can quickly deploy shared resources, like specialized equipment, personnel, or emergency generators, from an unaffected part of the system to a damaged area. This coordinated response is far more efficient and effective than individual small systems attempting to deal with a major disaster on their own. This shared model also allows for proactive, large-scale investments in mitigation strategies, such as upgrading infrastructure in flood-prone areas or implementing advanced security measures against cyberattacks, which a single community might lack the financial or technical capacity to do. The benefits are a faster recovery time and a much lower risk of prolonged service interruptions for the entire county.

Regionalization of the water and wastewater systems in Lyon County could strengthen applications for certain state and federal funding programs. Many government funding programs prioritize projects that demonstrate a strategic, regional approach rather than isolated, small-scale improvements. This is because regionalization creates a more sustainable and efficient utility model, which aligns with the long-term goals of federal and state funding agencies like the U.S. Department of Agriculture (USDA) Rural Development, the Environmental Protection Agency (EPA), and the Kentucky Infrastructure Authority (KIA).

A regional system has a greater capacity to meet the rigorous application requirements for these grants. For instance, a larger, regional entity has a stronger financial position, better managerial and technical expertise, and a more robust plan for long-term operations and maintenance. This increased technical and managerial capacity makes a regional project a less risky and more attractive investment for grant providers. Additionally, these projects often have a broader impact, serving a larger number of residents, which allows them to compete more effectively for larger grant amounts. For example, a single regional project that addresses water quality for multiple communities is more likely to secure significant funding than several smaller, disconnected projects. Therefore, by pooling resources and forming a single entity, Lyon County can present a more compelling and viable case for critical infrastructure investments.

Regionalization of water and wastewater systems in Lyon County would directly enhance the region's capacity for housing development, business recruitment, and population growth. A modern, centralized utility system can offer the capacity and reliability that is often a prerequisite for developers and businesses. Individual, smaller systems often have limited treatment and distribution capacity, which restricts their ability to serve new housing subdivisions or commercial parks. A regionalized system, however, can be designed and built with future growth in mind, providing a sufficient and reliable supply of clean water and a robust wastewater treatment system for the entire county.

Furthermore, the economies of scale achieved through regionalization can lead to more stable and affordable utility rates, a critical factor for both new residents and businesses considering a move to the area. Businesses, particularly those in manufacturing or technology, require a consistent and high-quality water supply, and they will not consider locating in an area where the water infrastructure is a concern. A single, well-managed regional utility signals to potential investors that the county is a secure and viable place to do business. This improved infrastructure is a powerful tool for economic development professionals, making it easier to attract new industries and the jobs that come with them, which in turn fuels population growth and demand for new housing.

By pursuing these strategies, Lyon County can ensure that water and wastewater infrastructure evolves into a modern, resilient, and cost-effective system. This will directly support broader Comprehensive Plan goals related to economic development, housing, public health, and quality of life.

ELECTRIC SERVICES

The electrical service in Lyon County, Kentucky, is provided by a few key utility companies, with the primary ones being Kentucky Utilities (KU), Pennyrile Electric, and Kenergy. These providers, a mix of investor-owned and cooperative utilities, are responsible for the distribution and maintenance of the local power grid. The region's electrical infrastructure is part of a larger, interconnected network, which includes a mix of power generation sources.

An important development in Lyon County's electrical landscape is the presence of renewable energy projects. For example, the county is home to the Ashwood Solar I project, a large-scale solar facility that provides a significant amount of electricity to the Kentucky Municipal Energy Agency (KYMEA) through a long-term contract. This adds a component of clean energy to the local grid. While these providers strive for reliability, the area's grid is, like many others, susceptible to disruptions from natural hazards such as severe weather, as identified in statewide studies of grid resilience. Ultimately, the electrical service in Lyon County is a blend of traditional utility infrastructure and new renewable energy sources, all working to provide power to the county's residents and businesses.

The adequacy of current electrical facilities in Lyon County to meet current and future needs is a complex issue. While the county is served by multiple reputable providers like Kentucky Utilities, Kenergy, and Pennyrile Electric, which generally ensure a consistent supply, the infrastructure faces vulnerabilities, particularly in the face of natural disasters. The grid is part of a larger, interconnected network, but a statewide study identified natural hazards and extreme weather as threats to grid reliability, which can cause power loss and disrupt critical services.

However, the county's electrical landscape is evolving in a way that is bolstering its capacity. The recent commissioning of the Ashwood Solar I project, an 86-megawatt solar facility in Lyon County, significantly enhances the local energy portfolio with a new, large-scale source of clean energy. This project, which provides power to the Kentucky Municipal Energy Agency (KYMEA) and its members, not only helps meet current demand but also signals a move towards greater energy independence and resilience. Additionally, the county's participation in programs like the Product Development Initiative (PDI) to create "build-ready" sites with access to road, rail, and river highlights a proactive effort to ensure that electrical infrastructure is in place to attract new businesses and support future development. Therefore, while legacy infrastructure may have its limitations, ongoing investments and strategic projects like the solar farm are positioning the county to meet its growing energy needs and enhance grid resilience.

Lyon County's electrical infrastructure, while generally reliable, faces specific challenges related to aging components, vulnerability to extreme weather, and the need for significant upgrades to support future growth. While there don't appear to be widespread issues with current capacity, the grid's vulnerability to natural disasters is a documented concern. Severe storms can lead to power outages, and the reliance on traditional overhead lines in some areas makes the system susceptible to damage from falling trees or ice.

Another key challenge is the maintenance backlog and the ongoing need for continuous investment. While providers like Kentucky Utilities and Kenergy regularly conduct maintenance, the sheer scale of the network requires constant upkeep, from tree trimming to equipment upgrades. The increasing demand from potential large-scale economic development projects, such as data

centers, also raises questions about overcrowding and capacity. If these projects materialize as projected, the current infrastructure will likely need substantial, costly upgrades to both generation and transmission to avoid strain on the grid, and ensure service reliability for all customers. While new projects like the Ashwood Solar I facility help diversify the energy mix, they also highlight the need for a more robust and resilient grid that can handle the integration of new and intermittent power sources.

The anticipated future needs for Lyon County's electrical infrastructure are primarily driven by two key factors: population growth and the recruitment of energy-intensive industries. While the county's population has seen modest growth, attracting large-scale businesses and supporting a new influx of residents will require a substantial increase in both generation and transmission capacity. The county's proactive efforts to develop "build-ready" sites for industrial use, such as the one in the Eddyville Industrial Park, signal an expectation of future high-demand users like data centers, which consume vast amounts of electricity.

Meeting these needs will require significant investment in modernizing and expanding the existing grid. This includes not only building new transmission lines but also enhancing the resilience of the system against extreme weather events, which are becoming more frequent. The retirement of aging coal-fired power plants across Kentucky also necessitates a transition to new generation sources. While the new Ashwood Solar I project provides a significant boost to the county's energy portfolio, it is likely just the beginning. The future will require a diverse mix of power generation, including more utility-scale solar, battery storage, and potentially new technologies like small modular reactors, to ensure a reliable and sustainable power supply for all residents and businesses. This forward-looking approach is essential for the county to remain competitive in a rapidly evolving economic landscape.

Future needs for Lyon County's electrical infrastructure include significant investment in new facilities, expansions, and renovations to support economic development and ensure grid reliability. While the recent commissioning of the Ashwood Solar I project adds a new clean energy source, the county's ambition to attract energy-intensive industries and support population growth will require more than the current infrastructure can handle.

New Generation Facilities

To meet the anticipated rise in demand from businesses like data centers, the county and its utility providers will need to secure new generation sources. This could involve constructing additional utility-scale solar farms, as well as developing battery storage facilities to manage energy fluctuations and ensure a constant power supply. The retirement of aging coal plants across the state also necessitates these new generation projects to maintain a diverse and reliable energy mix.

Grid Expansion and Upgrades

The existing transmission and distribution grid will require major expansions and upgrades. Simply generating more power isn't enough; the infrastructure must be able to deliver it efficiently and reliably to new and existing customers. This includes building new transmission lines, upgrading substations, and modernizing the overall system with smart grid technology. This would not only handle increased load but also improve resilience against the extreme weather events that have historically caused outages.

Proactive Infrastructure for Growth

The county's participation in programs like the Product Development Initiative (PDI) to create build-ready sites with pre-existing utility access is a clear indication of these future needs. These efforts aim to have electrical infrastructure in place before a new business arrives, dramatically reducing the time it takes for a company to become operational. This proactive approach is essential for

competing with other regions and securing the large-scale projects that will drive future economic growth.

BROADBAND AND TELECOMMUNICATIONS

Reliable broadband service has become an essential public utility that supports economic development, education, healthcare, emergency services, government operations, and quality of life. As the demand for digital connectivity continues to grow, broadband infrastructure is increasingly recognized alongside transportation, water, wastewater, and electric service as a critical component of the county's public infrastructure system. While Lyon County has historically experienced gaps in broadband availability due to its rural geography and dispersed population, significant investments are improving access throughout the county.

Broadband expansion is currently being led by Pennyrile Electric (PRECC), in partnership with EnergyNet, through the construction of a fiber-to-the-home network serving Lyon County and the surrounding Pennyrile region. This multi-year investment is extending gigabit-capable fiber service to rural residences, businesses, agricultural operations, schools, and public facilities that previously relied on slower DSL, satellite, or fixed wireless connections. Additional improvements are anticipated through Kentucky's Broadband Equity, Access, and Deployment (BEAD) Program, which is utilizing federal funding to connect remaining unserved and underserved Broadband Serviceable Locations identified through the Commonwealth's broadband mapping and challenge process. As BEAD implementation continues, remaining underserved areas within Lyon County are expected to become eligible for additional infrastructure investments designed to achieve universal access to high-speed broadband.

The expansion of broadband infrastructure will strengthen the county's public facilities network by improving communications among emergency responders, supporting telehealth services, enhancing distance learning opportunities, expanding access to online government services, and improving operational efficiency for public agencies. Broadband also supports economic resiliency by enabling remote work, home-based businesses, precision agriculture, tourism, and business recruitment. As Lyon County plans for future growth, broadband infrastructure should be coordinated with transportation improvements, utility extensions, and community facility investments to ensure that new development areas are served by reliable, high-speed internet. Continued collaboration with PRECC, EnergyNet, the Kentucky Office of Broadband Development, and regional partners will be essential to achieving universal broadband access and supporting the county's long-term development objectives.

SOLID WASTE COLLECTION AND DISPOSAL

Lyon County's solid waste collection and disposal system relies on a mix of public and private services. The county has its own Solid Waste Coordinator and operates a Convenience Center in Eddyville for residents to drop off their waste. This facility also serves as a recycling center, accepting a variety of items, including cardboard, paper, and aluminum cans. The City of Eddyville has an ordinance requiring all residential and commercial properties to have garbage pickup, and it has an exclusive contract with a private company, Waste Path, for this service. For residents who live outside the city limits, they may be able to contract for pickup through the same provider, depending on their location. Large-scale disposal of solid waste is handled by commercial waste haulers who transport collected waste to a regional landfill or transfer station outside of the county. Lyon County does not have a landfill or transfer station. Solid Waste generated within the county is typically disposed in the adjacent Marshall County Waste Path Sanitary Landfill.

The county also offers a recycling program for its residents and has made an effort to continue these services even after the discontinuation of a recycling program previously provided by a

nearby correctional complex. The program continues to experience setbacks due to current market conditions which is a common theme among small recycling programs throughout the western part of the state.

EDUCATION

The public education system in Lyon County, Kentucky, is overseen by the Lyon County School District, which is a single-district entity responsible for all public schools within the county. The district serves a relatively small student body, with a focus on providing a close-knit and supportive learning environment. This size often allows for a lower student-to-teacher ratio compared to larger districts, which can facilitate more individualized attention for students. The district operates at least three schools, an elementary school, a middle school, and a high school, each with its own set of academic and extracurricular programs. These schools aim to provide a comprehensive education from pre-kindergarten through 12th grade. The district's mission is centered on student success and it is actively engaged in informing the community about student achievement through publicly available data.

The public school system in Lyon County, Kentucky, is composed of a single district that operates three main schools: Lyon County Elementary School, Lyon County Middle School, and Lyon County High School. These schools serve students from pre-kindergarten through 12th grade. The total enrollment for the district is approximately 973 to 998 students, with each school having a distinct enrollment. Lyon County Elementary School, serving grades PK-5, has an enrollment of around 465 students. Lyon County Middle School, which serves grades 6-8, has an enrollment of about 215 students. Finally, Lyon County High School, serving grades 9-12, has an enrollment of approximately 293 students. The student-to-teacher ratios in the schools are relatively low, with the middle school having a ratio of about 15:1 and the high school at 16:1, allowing for a more personalized educational experience.

The Lyon County School District has a number of public facilities that support its educational mission. The primary facilities are the three main school buildings: Lyon County Elementary School, Lyon County Middle School, and Lyon County High School, all located in Eddyville. These buildings house classrooms, administrative offices, and common areas like cafeterias and libraries. The district also has athletic facilities, including a gymnasium at the high school, which is named the Jason White Gymnasium, and other fields and courts for various sports.

In addition to the main school buildings, the district maintains a central office for administrative functions and other support facilities for transportation, maintenance, and food services. A key part of the public-school system's facilities is its focus on community and family support. This includes the Family Resource and Youth Services Center (FRYSC), which is housed within the district and provides support to students and their families by connecting them with community resources for basic needs like food, clothing, and mental health services. The district also operates a daycare and preschool program, known as Lyon Cubs Day Care, which serves as an important resource for the community. The district's commitment to continuous improvement is evident through recent and ongoing renovations and upgrades to various school campuses.

The Lyon County public school system has a number of notable achievements and successes, particularly considering its small size. One of the most prominent recent accomplishments is the Lyon County High School boys' basketball team's 2024 state championship victory, a first in the school's history and a major source of pride for the community. This athletic success has brought significant positive attention to the school.

Academically, the district has been recognized for its performance. In past years, the district has been a "Distinguished Kentucky District," placing it in the top tier of all districts in the state. The middle school has been a perennial "Distinguished school," and the high school has also achieved this rating,

demonstrating a commitment to high standards. The district's success is a testament to its focus on college and career readiness, with a high percentage of its graduates being deemed ready for the next steps after high school. Additionally, the district has invested in technology, implementing a 1:1 device initiative to ensure every student has a personal learning device, and has focused on hands-on, experiential learning through initiatives like Project-Based Learning and STEM education. The high school's dual enrollment partnership with local colleges, allowing students to earn college credit and even associate's degrees, is a significant academic achievement.

LIBRARY SERVICES

The availability of library services in Lyon County is centered around the Lyon County Public Library (LCPL), located in Eddyville. This single-branch library serves the entire county and provides a wide range of resources and programs for all ages.

The library offers traditional services such as a collection of physical books, audiobooks, DVDs, and magazines for loan. It also provides access to modern digital resources, including e-books, e-audiobooks, and streaming services through platforms like Kentucky Libraries Unbound (OverDrive and the Libby app). For items not available in its own collection, the library participates in an Inter-Library Loan (ILL) program, allowing patrons to borrow materials from other libraries throughout Kentucky.

Beyond its collection, the LCPL serves as a vital community hub. It provides public computers with free internet access and Wi-Fi, as well as services like printing, copying, and faxing. The library has dedicated spaces for different user groups, including a "Teen Room" for young adults. It hosts a variety of ongoing programs and events for all ages, such as "Story Hour" for preschoolers, a "Sit n' Stitch" group, and a "Genealogy Club." The library also offers special events and seasonal programs, including a summer reading program for children and guest speakers on local history. The library's hours are generally from 8:00 AM to 6:00 PM on weekdays and 9:00 AM to 12:00 PM on Saturdays, with digital resources available 24/7. This comprehensive approach ensures that the library meets a diverse range of educational, informational, and recreational needs for the community.

PARKS AND RECREATION

PARKS

Lee S. Jones Park is a pivotal part of the history of "new" Eddyville. The original town of Eddyville was located on the banks of the Cumberland River, but its fate was sealed with the U.S. Army Corps of Engineers' plan to build the Barkley Dam in the 1950s, which would flood the town. A successful lawyer from Louisville and a native of Lyon County, Lee S. Jones, stepped in to offer a solution to the crisis. He had acquired land in the Fairview community, the site of the new town. Jones made a generous offer: anyone who owned land in the old, soon-to-be-flooded towns of Eddyville and Kuttawa would receive a free lot in the new Eddyville. The official plat for the new town was filed in 1959, and it set aside 28 acres for a city park, a school, a courthouse, and other essential facilities. On August 28, 1959, designated as "Dedication and Free Deed Day," Jones personally handed out deeds to residents, marking the beginning of the new Eddyville. The park was named in his honor as a tribute to his integral role in the town's relocation and rebirth.

Today, Lee S. Jones Park is a central hub for recreation in Lyon County, offering a diverse range of amenities for residents and visitors. The park features sports facilities, including baseball and soccer fields, catering to various athletic activities. For those who enjoy outdoor exercise, the park has well-maintained hiking and biking trails, with unique sections for different skill levels, such as the "Yellow Lowland Trail" and "Red Soden Cemetery Trail." It also provides family-friendly amenities, with playgrounds, picnic pavilions, and grills for gatherings and parties. The park is home to the Lee S. Jones Building, which can be rented for events and meetings. With restrooms,

designated parking, and a variety of recreational options, the park serves as a testament to the generous vision of its namesake and remains a vital part of the community.

One of the most prominent is Mineral Mound State Park, located on the shores of Lake Barkley. This park is known for its 18-hole golf course, but it also features a public boat launch, a fishing pier, and a picnic area, making it a popular spot for both anglers and golfers. Another significant recreational area is Old Kuttawa, which provides public access to Lake Barkley with a swimming beach, picnic pavilions, a playground, and trails. This area is a great place for families to spend a day enjoying the lake. Mineral Mound State Park's main attraction is "The Cullan," an 18-hole, par-72 golf course. The pro shop rents out carts and clubs and sells golf gear. The course's front nine holes offer beautiful views of Lake Barkley, while the back nine are nestled in the woods. The park also provides a boat ramp for visitors who want to go out on the lake, as well as a fishing pier for anglers.

In addition to its golf and lake access, Mineral Mound State Park has a picnic area for visitors and a network of scenic trails for walking and running. The 541-acre park is a great spot for wildlife viewing, with opportunities to see deer, fox, and albino skunks, along with birds like osprey, eagles, and bluebirds. The park is also notable for being the former site of the Willis B. Machen mansion, a historical point of interest.

A long-term goal of the community is to utilize a portion of the 541-acre park to develop a resort hotel comparable to area resorts like Kentucky Dam Village or Lake Barkley State Resort Park. The construction and operation of a resort hotel could bring significant economic benefits to the area. This includes job creation for both the short-term construction phase and long-term hotel operations, as well as an increase in tourism revenue. A new resort could draw visitors who might not have otherwise come to Lyon County, leading to increased spending at local businesses such as restaurants, shops, and attractions. This can also generate new tax revenues for the county through sales and lodging taxes. A project of this magnitude would require a comprehensive planning process and a tremendous amount of support in the legislature as well as monetarily.

The city of Eddyville has a community pool and tennis/pickleball courts, while Venture River Water Park provides a separate, privately-owned public space for family entertainment with its wave pools and water slides. Venture River is also a source of tourism for the county. These diverse options ensure that Lyon County has a public space to suit nearly every interest, from quiet nature walks to active sports and family fun.

CAMPING

PUBLIC CAMPGROUNDS

The most extensive camping options are found within the Land Between the Lakes (LBL). Hillman Ferry Campground, located on the shores of Kentucky Lake, is one of the most popular and largest campgrounds in the area. It offers nearly 370 sites, including lakefront and wooded spots, with amenities ranging from basic tent sites to full hookups (water, electricity, and sewer). The campground provides modern facilities, a swimming area, boat ramps, hiking and biking trails, and recreational programs during the summer.

PRIVATE CAMPGROUNDS AND RESORTS

Lyon County also has numerous privately owned RV parks and resorts, which often offer more amenities and a different camping experience. Indian Point RV Park in Eddyville is a private park located on Lake Barkley. It provides spacious, shaded sites, many with full hookups, and amenities like a swimming pool, game room, and a boat dock and ramp.

Other private options include Outback RV Resort and Scenic Overlook RV Campground. Outback RV Resort offers pull-thru sites and is known for its quiet, friendly atmosphere with a pool and planned activities. Scenic Overlook RV Campground is situated in Kuttawa with golf cart access to nearby attractions and offers full hookups for daily, weekly, and yearly stays. Many of these private campgrounds, such as Holiday Hills Resort and Eddy Creek Marina Resort, also offer cabins or other lodging options in addition to their RV and tent sites.

COMMUNITY MEETING ROOMS

Lyon County offers a variety of public spaces for community meetings, each with its own specific purpose and amenities. The Lyon County Public Library provides a dedicated meeting room for civic, cultural, or educational purposes at no charge. This room can accommodate up to 63 people and is equipped with a TV, DVD player, projector, and Wi-Fi. It also features a kitchenette with a refrigerator, microwave, and coffee pot, making it a well-suited space for public groups. In addition to the library, the county offers several facilities that can be rented for gatherings. The Lyon Convention Center is available for larger events, while the Lee S. Jones Building offers a more affordable option with a rental fee for residents and non-residents, and is free for non-profit organizations. For outdoor gatherings, the county provides the Trailhead Pavilion and the Playground Pavilion, which are ideal for social events and offer space for food and activities. These diverse options ensure that various groups and organizations within Lyon County can find a suitable venue for their meetings and events.

SPORTS FIELDS

Lyon County offers a wide range of sports fields for both school and community use, primarily centered in Eddyville and the Land Between the Lakes area. Lee S. Jones Park serves as a central hub for community athletics, providing dedicated fields for baseball, softball, and soccer that are frequently used by local youth leagues and for recreational play. The county's school system is another major contributor to the sports landscape, with Lyon County High School featuring several specialized fields, including Fred Wann Field for baseball and a dedicated field for soccer, along with a separate softball complex. Beyond these primary locations, other public spaces cater to different sports; the Old Kuttawa Recreation Area on Lake Barkley includes public basketball and volleyball courts, while the City of Eddyville maintains its own tennis and pickleball courts near the community pool. This network of facilities ensures that residents have access to a variety of team and individual sports throughout the county.

TRAILS

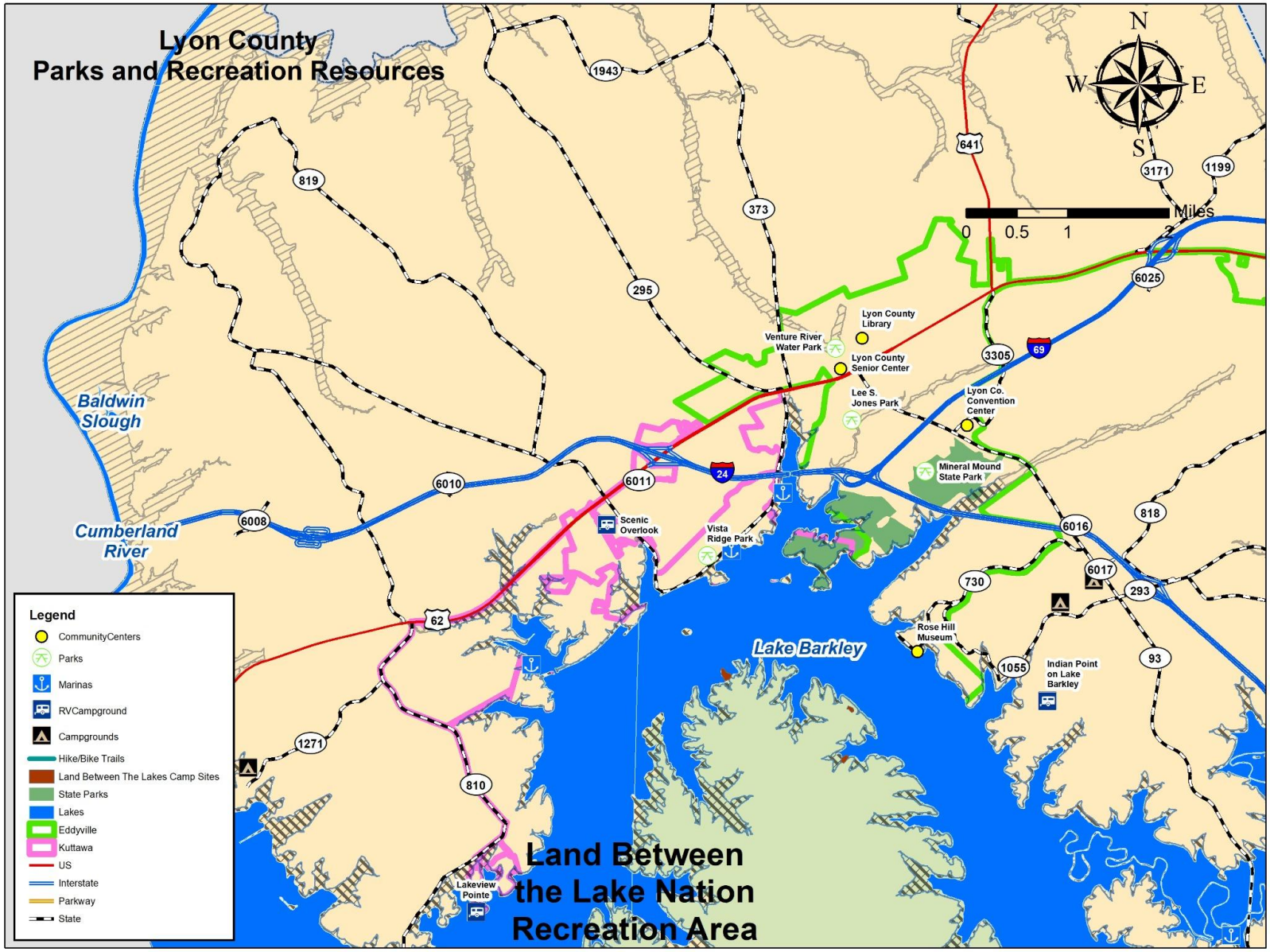
The city of Kuttawa is also home to Vista Ridge Park, a public space that provides stunning views of Lake Barkley from its scenic overlooks. It features paved walking trails, picnic areas, and a small amphitheater for events.

Lyon County's most extensive public space is its portion of the Land Between the Lakes National Recreation Area. This vast area, situated between Kentucky Lake and Lake Barkley, offers a wide range of outdoor activities including hiking, biking, fishing, boating, and camping. It is a major tourism destination for the region. The Land Between the Lakes (LBL) National Recreation Area in Lyon County offers a diverse trail system for hikers, mountain bikers, and equestrians. These trails vary in length and difficulty, providing options for a wide range of skill levels and interests.

The Canal Loop Trail is a premier trail for both hiking and mountain biking in the northern part of LBL, near the Lake Barkley and Kentucky Lake canals. It is an 11-mile single-track loop with several connectors, allowing users to create shorter loops from 1.5 to 11 miles. This trail is a favorite due to its varied terrain, which includes challenging hills, creek crossings, and scenic views of both lakes.

The North/South (N/S) Trail spans the entire length of Land Between the Lakes. The northern portion is approximately 31 miles in length and consists mainly of single-track trails meandering from shoreline to heavily wooded ridges and a connector trail to the Woodlands Nature Station. The trail provides stretches where users walk parallel to Kentucky Lake and sweep into large bottoms offering a sense of solitude. The N/S Trail intersects many Forest Service roads allowing for loop opportunities and access points to hike or backpack the trail piece by piece.

The Honker Trail is approximately 4.6 miles in length. It is classified as an easy-to-moderate trail with moderate hills and ridges and flat lakeshore meadows. The estimated time to complete the trail is 3 hours. Named after Canada geese, this loop meanders near the shoreline and through forest and fields. Look for deer, osprey, bald eagles, beavers, and Canada geese.



Lyon County Parks and Recreation Resources

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

PUBLIC SAFETY

In Lyon County, public safety is a collaborative effort between the county's Sheriff's Office and the City of Eddyville Police Department. The Lyon County Sheriff's Office, led by the Sheriff, has a patrol division of four deputies responsible for covering the broader county area. The office is located in the County Office Campus on Dale Avenue in Eddyville. In addition, the Sheriff's Office provides dedicated security for the school system with two school resource officers. An essential and distinct part of their operation is the court security staff, consisting of nine personnel whose positions are funded through the Administrative Office of the Courts (AOC). This arrangement highlights a specific funding model where a state-level judicial body supports local law enforcement for a specialized function.

Complementing the county's law enforcement efforts is the Eddyville Police Department, which serves the city of Eddyville. The station is located on Dogwood Street in Eddyville. This department is staffed by three patrol officers, who focus on the needs of the city's residents and businesses. While the Eddyville Police Department and the Lyon County Sheriff's Office operate as separate entities, they frequently collaborate on cases and share resources to ensure comprehensive public safety coverage throughout the county and its municipality. This inter-agency cooperation is a common practice in many smaller jurisdictions, allowing for efficient use of personnel and resources.

Police duties in the city of Kuttawa, Kentucky, are primarily overseen by the Lyon County Sheriff's Office. While Kuttawa once had its own police department, it is no longer in operation. As such, the Lyon County Sheriff's Office is responsible for law enforcement within the city, working in collaboration with the Eddyville Police Department on a county-wide basis when needed. The Kentucky State Police also have jurisdiction and can assist with investigations or other law enforcement activities in the area.

FIRE STATIONS/ EMERGENCY SERVICES

Fire protection in Lyon County, Kentucky, is primarily provided by two volunteer fire departments: the Eddyville Fire Department and the Kuttawa Volunteer Fire Department. The Eddyville Fire Department is located at 318 West Dale Avenue in Eddyville, while the Kuttawa Volunteer Fire Department operates from 90 Beech Street in Kuttawa. These departments are staffed by volunteer firefighters who serve the communities of Lyon County. In addition to these, the county's emergency services also include Lyon County EMS, located in Eddyville, which works in coordination with the fire departments and other emergency response teams under the county's Emergency Management.

ADMINISTRATIVE BUILDINGS

City Offices

Kuttawa

The City of Kuttawa operates its municipal government from a central location, with city offices and services coordinated from Kuttawa City Hall. The city government is overseen by the City Council, with elected officials serving the community. Meetings, such as those for the water system, are regularly held at City Hall. The city also employs a City Clerk, who has specific duties outlined in city ordinances and a Building Inspector who ensures new businesses comply with building codes. The city's official website serves as a resource for information on local ordinances and government services.

Eddyville

The city offices for Eddyville, Kentucky, are centrally located at City Hall, which is situated at 153 West Main Street. The city operates under a city council form of government, led by a mayor and six council members. The City Clerk/Treasurer, who serves as the official custodian of all city records,

is a key administrative official. The city also has other administrative offices, such as the police and fire departments, and a public works department, all of which are coordinated through the municipal government.

County Offices

Lyon County's government and judicial services are centered in Eddyville, with most key offices located at the Lyon County Courthouse and the adjacent Judicial Center. The county operates under a Fiscal Court, led by the County Judge/Executive and three Magistrates, who are responsible for the county's business. Core administrative functions are managed by the County Clerk's office at 500 West Dale Avenue, which handles a wide range of services including vehicle registration, land records, and elections. The county's law enforcement is provided by the Lyon County Sheriff's Office, situated at 200 W. Dale Avenue. Judicial matters are handled at the Lyon County Judicial Center, which houses both the Circuit and District courts, with a Circuit Court Clerk overseeing court operations. Other important county offices include the Property Valuation Administrator (PVA), responsible for property tax assessments, and the County Attorney. These offices, along with departments such as the County Health Department and the Extension Office, work together to provide essential services to the residents of Lyon County.

Judicial Center

Judicial matters are handled at the Lyon County Judicial Center, which houses both the Circuit and District courts, with a Circuit Court Clerk overseeing court operations. This facility is owned and operated by the Kentucky Administrative Office of the Courts (AOC).

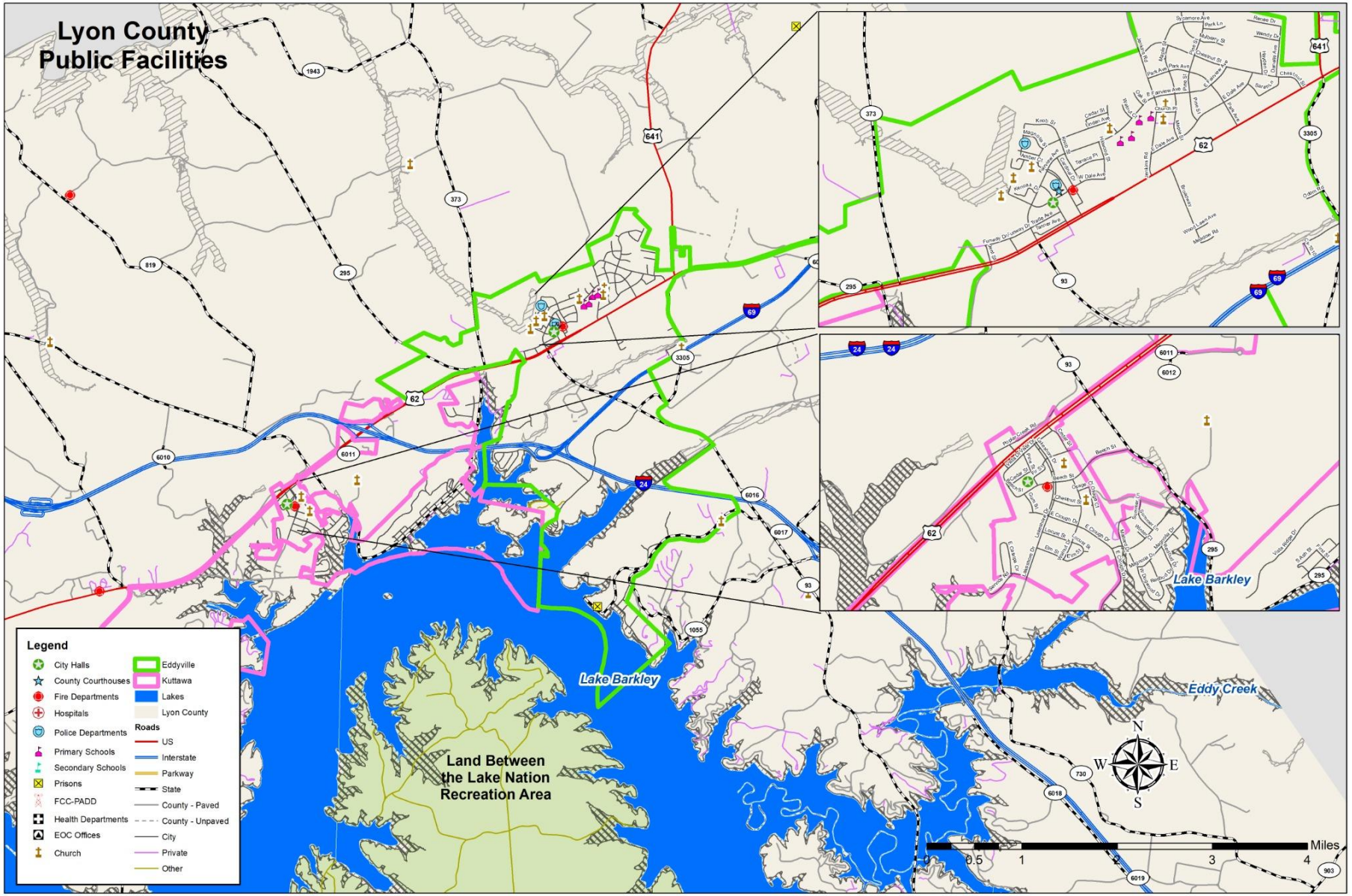
OTHER COMMUNITY FACILITIES

Senior Center

The Lyon County Senior Citizens Center, operated by Pennyrile Allied Community Services (PACS), serves residents age 60 and older from its Eddyville location. Services described in the planning materials include congregate and home-delivered meals, transportation, social and recreational activities, and in-home assistance. Residents should contact PACS for current hours, eligibility, reservation requirements, and service availability. These services help older residents remain connected to the community and support independent living. Source: local facility information supplied for the Comprehensive Plan.

Rose Hill/Lyon County Museum

The Rose Hill/Lyon County Museum is a prominent historical attraction in Old Eddyville, Kentucky, and is housed in a significant historical structure known as the Cobb House. Built in 1832, this Federal-style brick mansion has a rich history, having served as a private residence, a doctor's office, and a tavern. Notably, it stood witness to Union gunboats passing by during the Civil War. In 1981, it was saved from demolition by the Lyon County Historical Society and subsequently placed on the National Register of Historic Places. Following its restoration, the museum officially opened in 1988. Today, the museum offers a wealth of exhibits and guided tours that delve into the local and regional history of Lyon County, including the history of the former towns of Eddyville and Kuttawa, the impact of the creation of Lake Barkley and Land Between the Lakes, and a working model of a local iron furnace. Located at 2261 State Route 730, it stands as a testament to the area's past and serves as a vital resource for both residents and visitors interested in the region's heritage.

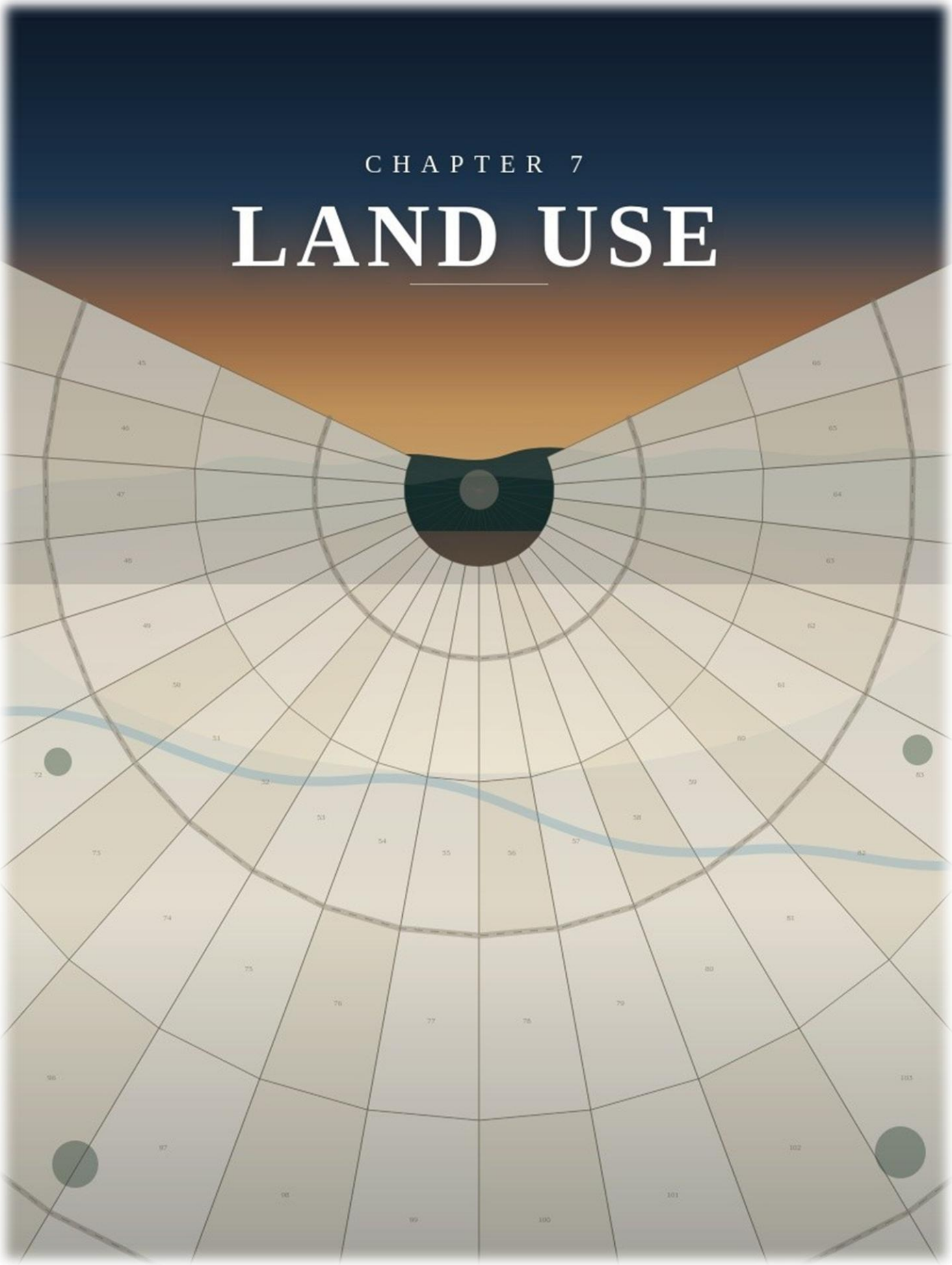


Lyon County Public Facilities

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

CHAPTER 7

LAND USE



Land Use Element

The Land Use Element is a crucial component of the comprehensive plan as it serves as the basis for guiding the future development of the community. It describes the existing conditions of the land and outlines how land should be used and developed to achieve the community vision and goals.

Purpose and Goals

The Land Use Element provides the guide for the manner in which land in Lyon County will be utilized, conserved, and developed. The Land Use Element is one of the key components of the Comprehensive Plan which will guide future decisions about zoning, subdivision, transportation, and public infrastructure investment. The Land Use Element's primary purpose is to promote orderly and efficient growth, ensure development patterns that balance environmental stewardship, economic vitality, and quality of life.

The primary goals of the Land Use Element will be to 1) promote sustainability by encouraging efficient land use and minimizing sprawl; 2) preserve productive agricultural lands, forests, and scenic landscapes; 3) protect sensitive soils, floodplains and natural systems; 4) provide suitable land for commerce, industry and tourism that supports local jobs; and 5) support vibrant, livable communities with diverse housing, services, and recreation.

Planning Area

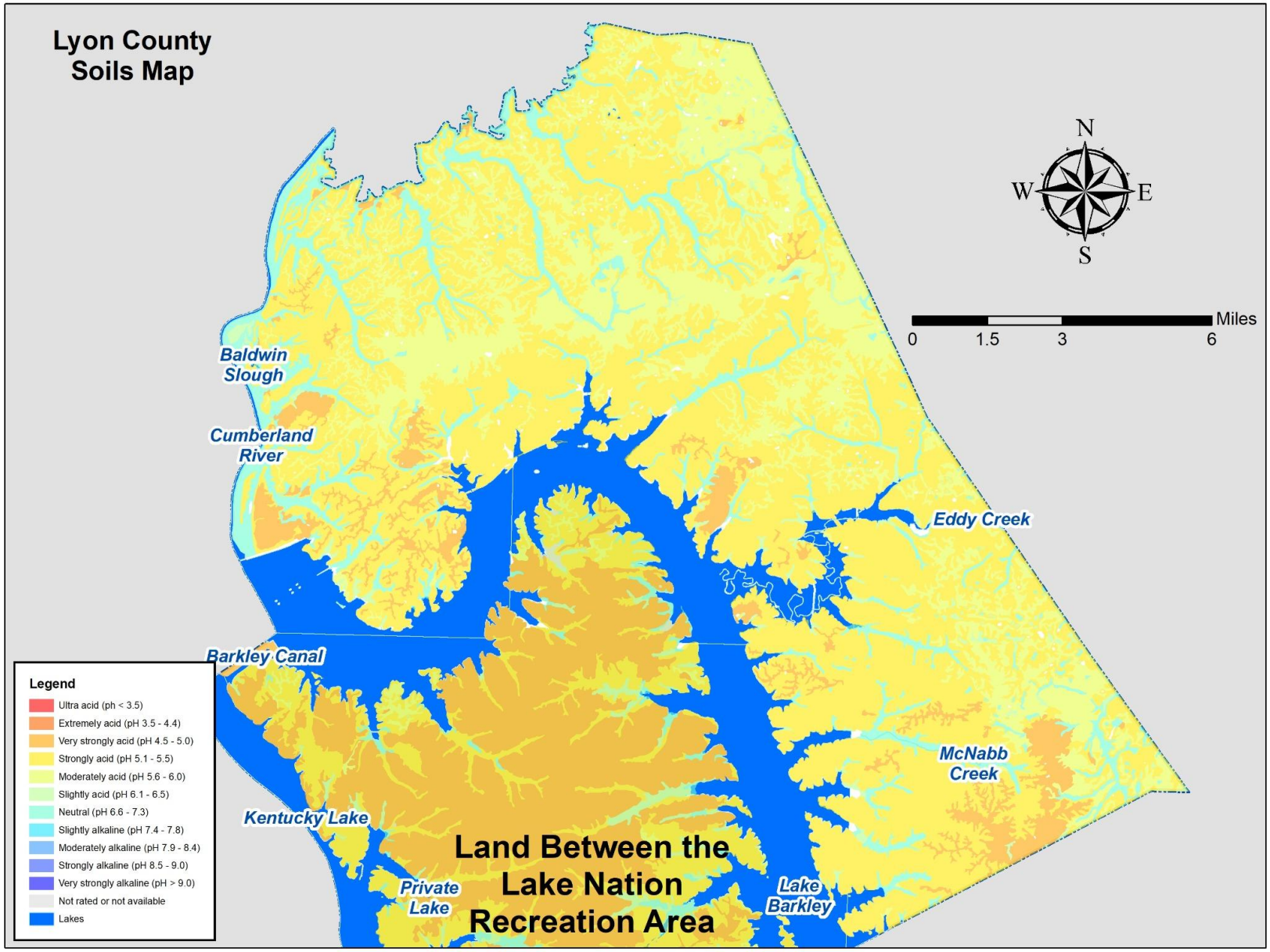
The planning area includes all of Lyon County, the incorporated cities of Eddyville and Kuttawa, and the surrounding unincorporated areas. The Lyon County Agricultural Development Council's June 30, 2025 plan reports 136,858 land acres and 30,399 acres of water, and describes approximately one-third of the county as part of Land Between the Lakes National Recreation Area. These are regional planning figures, not a parcel survey. The large amount of water and public land influences the availability of privately owned land for housing, business development, and infrastructure. Source: Lyon County Agricultural Development Council, County Comprehensive Plan Update, June 30, 2025, Overview of County; see Appendix A.

Relationship to Other Existing Plans

This element considers related regional and state planning documents, including the Pennyrile Comprehensive Economic Development Strategy, regional Hazard Mitigation Plan, Pennyrile Safety Action Plan, Kentucky Long-Range Statewide Transportation Plan, Kentucky Housing Supply Gap Analysis, Lake Barkley shoreline-management materials, and Lyon County Agricultural Development Council plan. Earlier planning work referenced the 2024 Enacted Highway Plan; the transportation inventory in this draft uses the supplied 2026 Enacted Highway Plan workbook. Appendix A identifies the available editions and source links. These resources inform planning but do not replace project-specific reviews, permits, or current agency decisions.

Existing Land Use Conditions

Soils



Lyon County Soils Map (Soil pH)

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

Regional Soil Patterns

The Lyon County Soils Map displays soil reaction, expressed as pH. Its legend distinguishes acidic, neutral, and alkaline classes. It is not a map of soil-bearing capacity, septic-system suitability, prime farmland, or buildable acreage. The discussion below describes the exhibit at a countywide scale. Source: Pennyrile Area Development District, Lyon County Soils Map supplied for this plan.

The Southern Peninsula: The mapped area within Land Between the Lakes contains broad orange and yellow areas representing acidic soils. The legend distinguishes Extremely Acid (pH 3.5-4.4), Very Strongly Acid (pH 4.5-5.0), and Strongly Acid (pH 5.1-5.5). Color alone should not be used to assign one pH class to the entire peninsula, and this public recreation area should not be treated as available private development land.

The Northern and Eastern Uplands: Yellow and pale-green areas show several acidic soil classes, with additional colors along drainage corridors. These patterns provide background for agricultural and conservation planning. They do not, by themselves, establish which land is the most productive farmland or suitable for construction.

Central Corridors: Soil pH varies around the established communities and transportation corridors. The legend identifies neutral soil as pH 6.6-7.3 and shows additional alkaline classes in blue tones. Development reviews should use the specific mapped class and current soil information for the proposed site rather than a general corridor-wide assumption.

Agricultural and Planning Implications

Soil pH is one consideration in agricultural management. The county's agricultural plan identifies grain, tobacco, livestock, and other agricultural activities. Crop-specific decisions should consider current field tests, drainage, soil depth, and management history as well as pH. Source: Lyon County Agricultural Development Council, 2025 plan; NRCS Web Soil Survey.

Crop Suitability: Use current soil testing and recommendations from the local Cooperative Extension Service to select crops and management practices. The pH exhibit alone does not establish a uniform crop-suitability ranking for the northern or southern parts of the county.

Soil Amendments: The need for lime or other amendments depends on field measurements and the intended crop or planting. No application rate or cost estimate can be determined from this countywide map.

Infrastructure and Development: Evaluate drainage, depth to bedrock, shrink-swell potential, slope, groundwater, and other relevant site conditions before designing buildings, roads, septic systems, or utilities. Soil pH alone does not establish corrosion rates, foundation stability, or an appropriate construction material. NRCS advises that some conservation and engineering applications require onsite investigation. Source: NRCS Web Soil Survey; see Appendix A.

The following considerations link soil information with the plan's development and conservation goals. They are planning recommendations, not engineering findings or new mapped land use categories. Site investigations and current regulatory requirements remain necessary for individual projects.

Conservation and Recreation (Southern Peninsula)

Much of the southern peninsula lies within Land Between the Lakes. Planning should recognize its existing public ownership, recreation role, and natural-resource management responsibilities. Any proposal should be evaluated against the applicable land manager's plans and requirements. The soil pH exhibit does not authorize development, establish a new zoning district, or support blanket prescriptions for farming or utility materials.

Agricultural Preservation (Northern and Eastern Uplands)

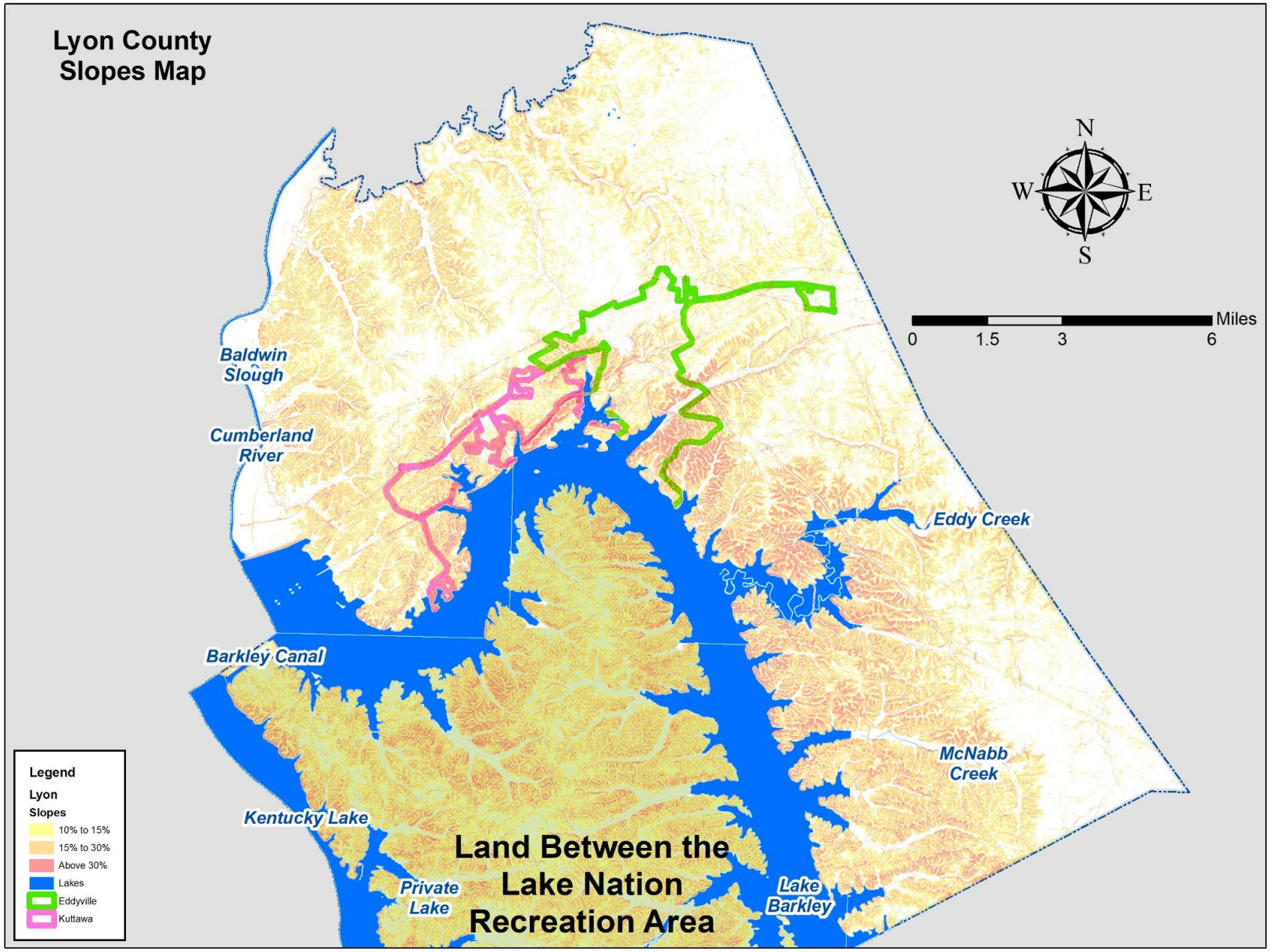
Agricultural preservation should consider active farming, farm infrastructure, current NRCS farmland classifications, and landowner participation. Maintaining connected agricultural areas can reduce conflicts and fragmentation. The Agricultural/Open Space category on the land use maps is broader than a technical prime-farmland classification. Further soil and agricultural information is necessary before identifying a particular tract as prime farmland.

Commercial and Industrial Growth (Central Corridors)

Existing transportation access, utility capacity, surrounding land uses, and environmental conditions should guide the evaluation of commercial and industrial sites. Neutral soil pH is not evidence of stable foundations or low development cost. Before a site is described as build-ready, the responsible parties should complete the necessary engineering, access, environmental, and utility reviews.

Waterfront and Recreational Development (Lake Barkley Fringe)

Waterfront development should consider drainage, erosion, flood hazards, access, existing public lands, and recorded easements. Site-specific investigations should guide grading, foundations, landscaping, and utility design. The plan's general residential, commercial, recreational, public, and open-space categories remain the mapped designations; this discussion does not add a separate Waterfront Mixed-Use district.



Lyon County Slopes Map

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

Slopes

The Lyon County Slopes Map illustrates terrain using three legend classes: 10%-15%, 15%-30%, and above 30%. These classes describe percent slope, not degrees. The exhibit does not label the uncolored areas as a verified 0%-10% class; their characteristics should be checked in the underlying terrain data. Source: Pennyrile Area Development District, Lyon County Slopes Map supplied for this plan.

Regional Topography Patterns

The map shows changes in terrain around the lakes, tributaries, uplands, and established communities. It is useful for early screening, but its countywide scale does not resolve the conditions of individual building sites.

The Southern Peninsula and Lake Margins: Orange and pink areas indicate the mapped 15%-30% and above-30% classes. Steeper areas occur around many drainage features and lake margins. These patterns call for closer review of access, grading, drainage, and erosion control rather than a blanket conclusion that every nearby parcel is unsuitable.

Northern Uplands: The map shows a mixture of yellow 10%-15% areas, steeper mapped slopes, and uncolored areas. Yellow should not be described as a 0%-15% or flat-land category. Farm and development decisions require a closer look at the terrain and other site conditions.

Central Transportation Corridors: The terrain around I-24, I-69, and the connecting roads varies. Existing highway grades do not establish the suitability of adjacent property. Road access and utility design should account for the slopes on the development site itself.

Land Use and Planning Implications

Slope is one factor in evaluating development feasibility and infrastructure needs. It should be considered with soils, flood hazards, drainage, access, and the proposed intensity of use.

Development Suitability: Favor sites where the proposed use can be served safely and efficiently, with appropriate grading and access. The slope map does not establish that any tract is build-ready, suitable for high-density housing, or suitable for industrial construction.

Conservation and Hazard Mitigation: Steeper mapped areas warrant careful attention to vegetation, erosion control, drainage, and site stability. This plan recommends avoiding unnecessary disturbance, while leaving project-specific feasibility and applicable restrictions to the appropriate technical and regulatory reviews.

Infrastructure Challenges: Sloping terrain can complicate road, water, and wastewater design. Engineers should assess feasible alignments and service options before local governments commit to extensions or approve projects that depend on them.

The planning approach is to direct development toward locations with suitable access, infrastructure, and site conditions and to conserve sensitive land where appropriate. The mapped slope classes are screening information, not an automatic density limit or a substitute for site-specific engineering.

Areas of Special Flood Hazard

The Lyon County DFIRM Flood Map shows flood-hazard areas identified in the supplied FEMA-based mapping. Its legend distinguishes Zone AE with gray crosshatching and Zone A with gray diagonal hatching. Blue represents lakes, not a separate flood-frequency category. The exhibit does not display a distinct 0.2% annual-chance (500-year) flood zone. Source: Pennyrile Area Development District, Lyon County DFIRM Flood Map supplied for this plan; FEMA Flood Map Service Center.

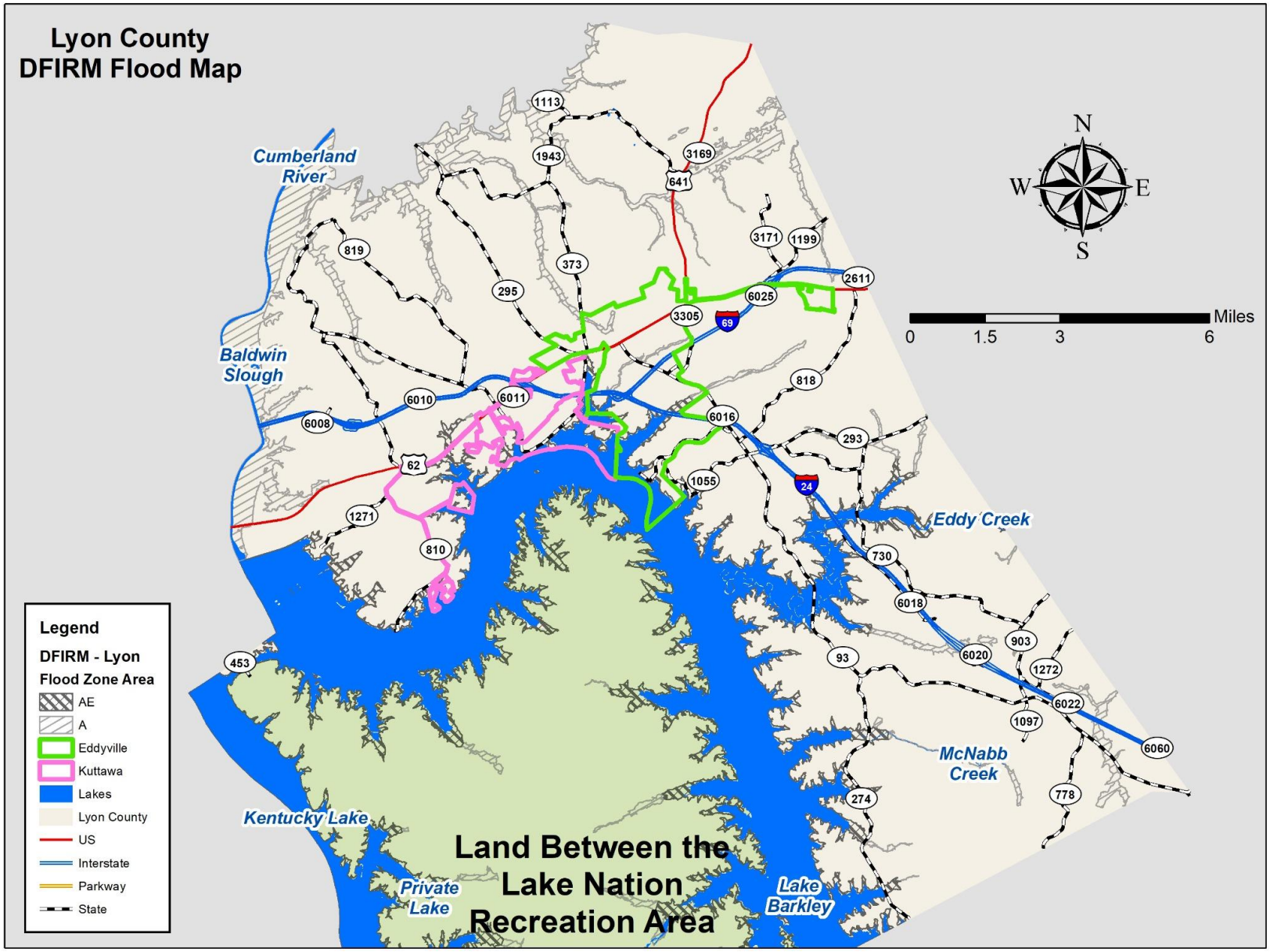
Regional Flood Zone Patterns

The lake shorelines, rivers, and tributaries help explain the pattern of mapped flood-hazard areas. Municipal boundary colors identify Eddyville and Kuttawa; they do not identify flood zones.

Lake and River Margins: Gray crosshatching represents Zone AE, a 1% annual-chance flood zone with base flood elevations determined. Lake water is shown separately in blue. Confirm the effective FEMA panel, floodway information, and any map changes for an individual property.

Zone A Areas: Gray diagonal hatching represents Zone A, a 1% annual-chance flood zone without a published base flood elevation on the map. The absence of an elevation does not mean that flood risk is absent or that development is unrestricted.

Tributaries and Unmapped Risk: Mapped flood areas also follow smaller drainage corridors. Flooding can occur outside mapped high-risk zones. Because the exhibit does not distinguish the 0.2% annual-chance zone, it cannot be used to conclude that an unhatched property lies outside that area. Current FEMA mapping and local or state floodplain review should guide site decisions.



Lyon County DFIRM Flood Hazard Map

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

Land Use and Planning Implications

FEMA DFIRM and the NFIP

FEMA's Kentucky Community Status Book dated July 25, 2025 lists Eddyville (CID 210463) and Kuttawa (CID 210464) among nonparticipating communities. That dated record is the status source available for this draft, not a certification of either city's status on the publication date. Local officials should confirm any subsequent enrollment or status change with FEMA and Kentucky's NFIP coordinator before issuing property-specific advice. NFIP coverage is available in participating communities; insurance, lending, and assistance eligibility also depend on the property and program involved. The plan recommends prompt coordination to establish or maintain participation, administer applicable floodplain requirements, and communicate current information to residents. Sources: FEMA, Kentucky Community Status Book, July 25, 2025; NFIP eligibility guidance; see Appendix A.

USACE Flowage Easement

Development near Lake Barkley may be affected by USACE ownership, recorded flowage easements, shoreline-management policies, and permit requirements. The maps in this plan do not survey those interests or establish their boundaries on an individual parcel. Property owners and developers should consult recorded deeds, surveys, and the Lake Barkley Resource Manager's Office before designing shoreline improvements. The 2025 shoreline-management materials cited in this draft were released for public review; they are not presented here as proof that a revised plan has received final approval. Source: USACE, Lake Barkley Shoreline Management Plan review materials, 2025; see Appendix A.

Overall Land Suitability: Planning Screening

The soils, slopes, and flood exhibits support preliminary planning review. They do not establish a combined engineering suitability map, parcel boundaries, or a verified ranking of available development land. The three tiers below describe a proposed screening framework only. A site may present more than one type of constraint, and its final evaluation must consider field conditions, legal access, utilities, ownership, and applicable permits.

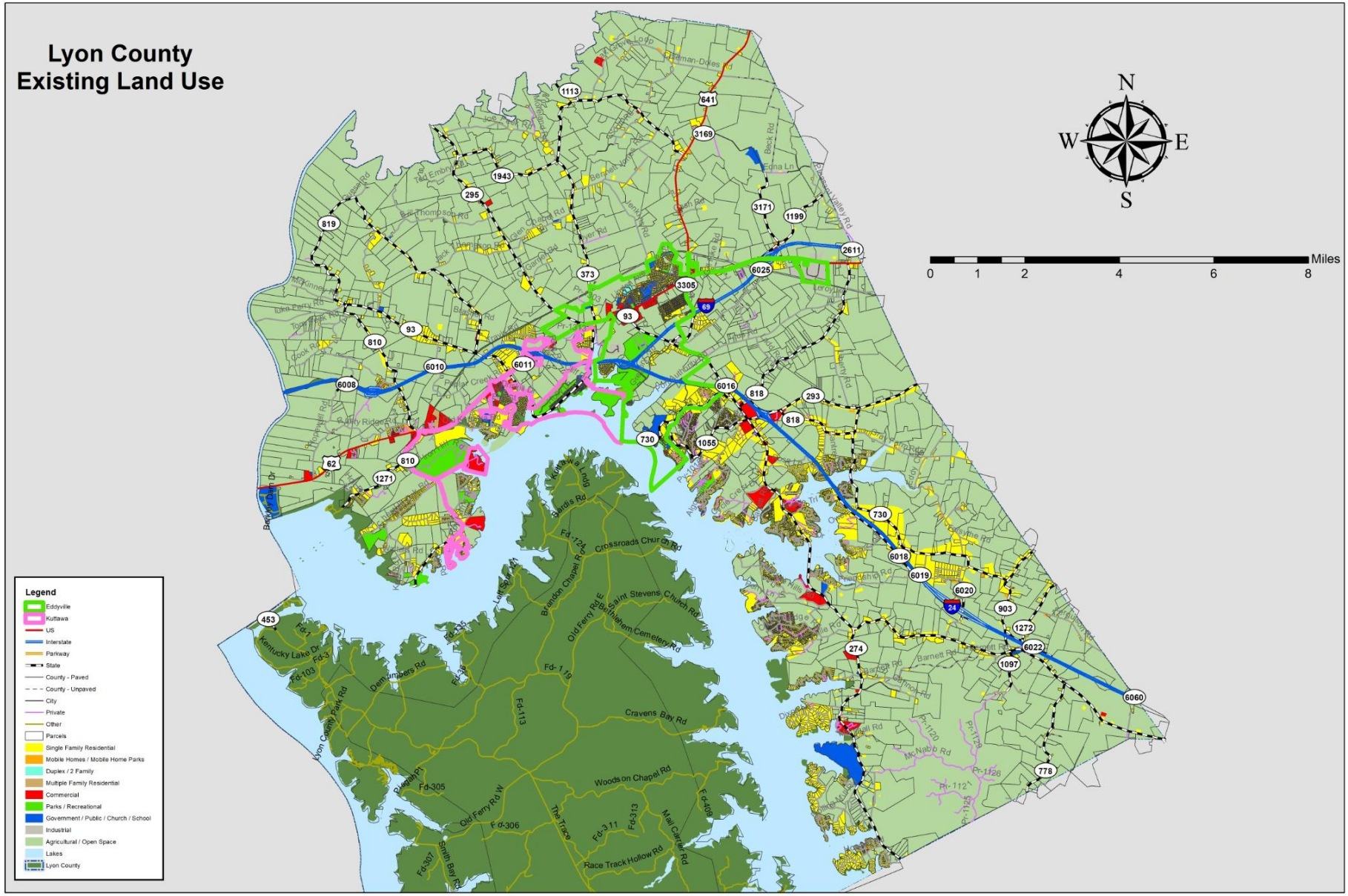
Tier 1: Locations with fewer identified constraints. Give early consideration to infill and other sites with documented access and available utility capacity where current reviews identify manageable site conditions. A site is not Tier 1 simply because it is north of I-24, has a particular soil pH, or lacks hatching on the countywide flood exhibit. Engineering and environmental review remain necessary before making development commitments.

Tier 2: Locations requiring additional evaluation or mitigation. Sites with grading, drainage, access, utility, or other constraints may be appropriate for some uses after technical review. Evaluate the cost and practicality of mitigation and the responsibilities for ongoing maintenance. This category does not impose a new zoning standard or establish a mandatory review process beyond applicable law.

Tier 3: Sensitive or highly constrained locations. Flood-hazard areas, steep terrain, public conservation land, and parcels affected by easements or other restrictions may warrant conservation or lower-impact uses. Do not assume that all of these conditions overlap. Appropriate uses depend on current mapping, property records, site investigations, and the governing rules. No claim of rapid corrosion, unstable

foundations, or landslide risk can be established from the pH exhibit alone. Sources: PeADD soils, slope, and flood maps; NRCS Web Soil Survey; FEMA Flood Map Service Center.

Existing Land Use



Lyon County Existing Land Use

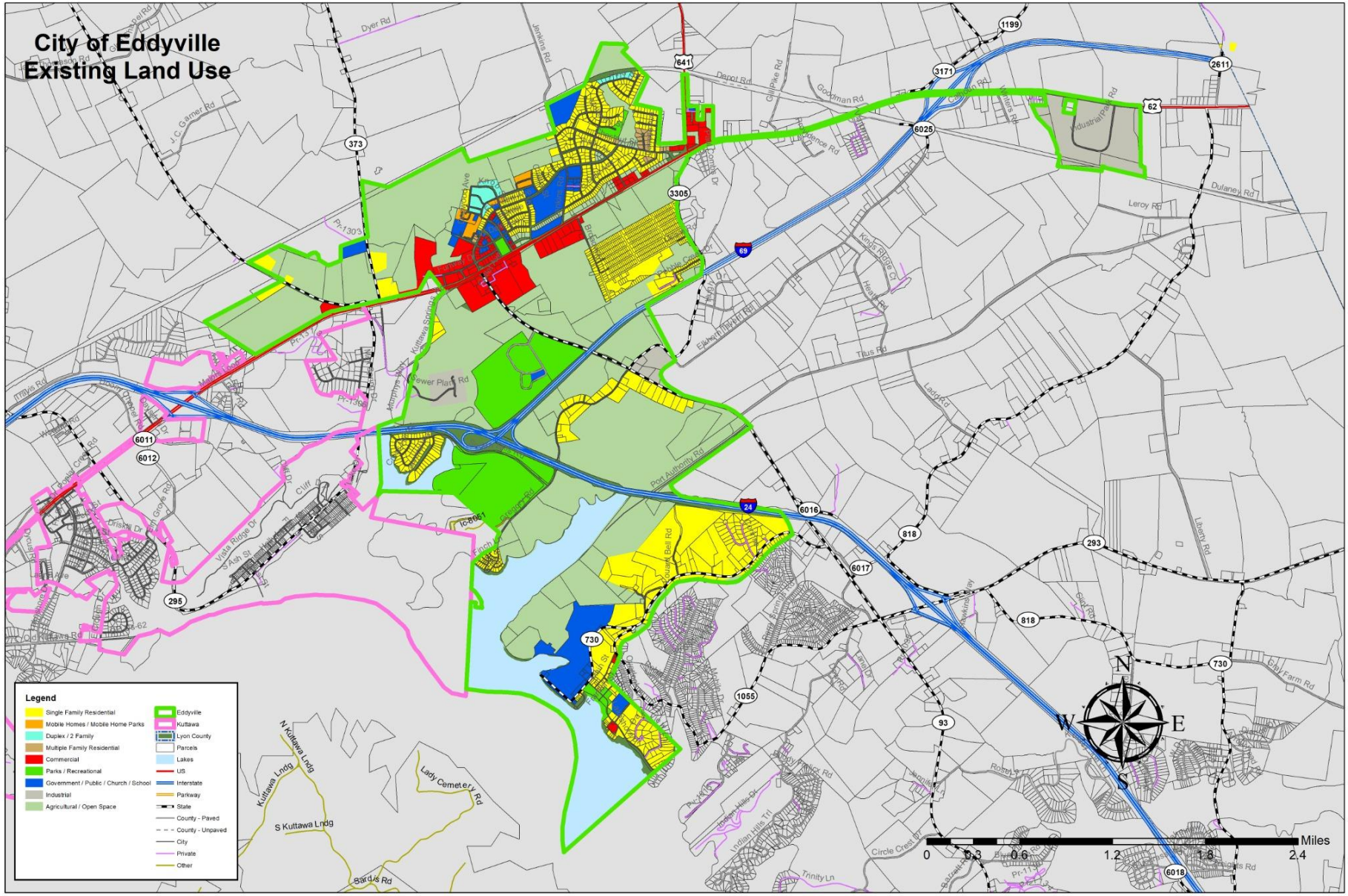
Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

Eddyville

Eddyville serves as the county seat of Lyon County and the primary employment, service, and administrative hub for the county. The city's location along Interstate 24, U.S. 62, KY 93, and the Paducah & Louisville Railway provides exceptional regional connectivity and positions Eddyville as a strategic center for commerce and transportation.

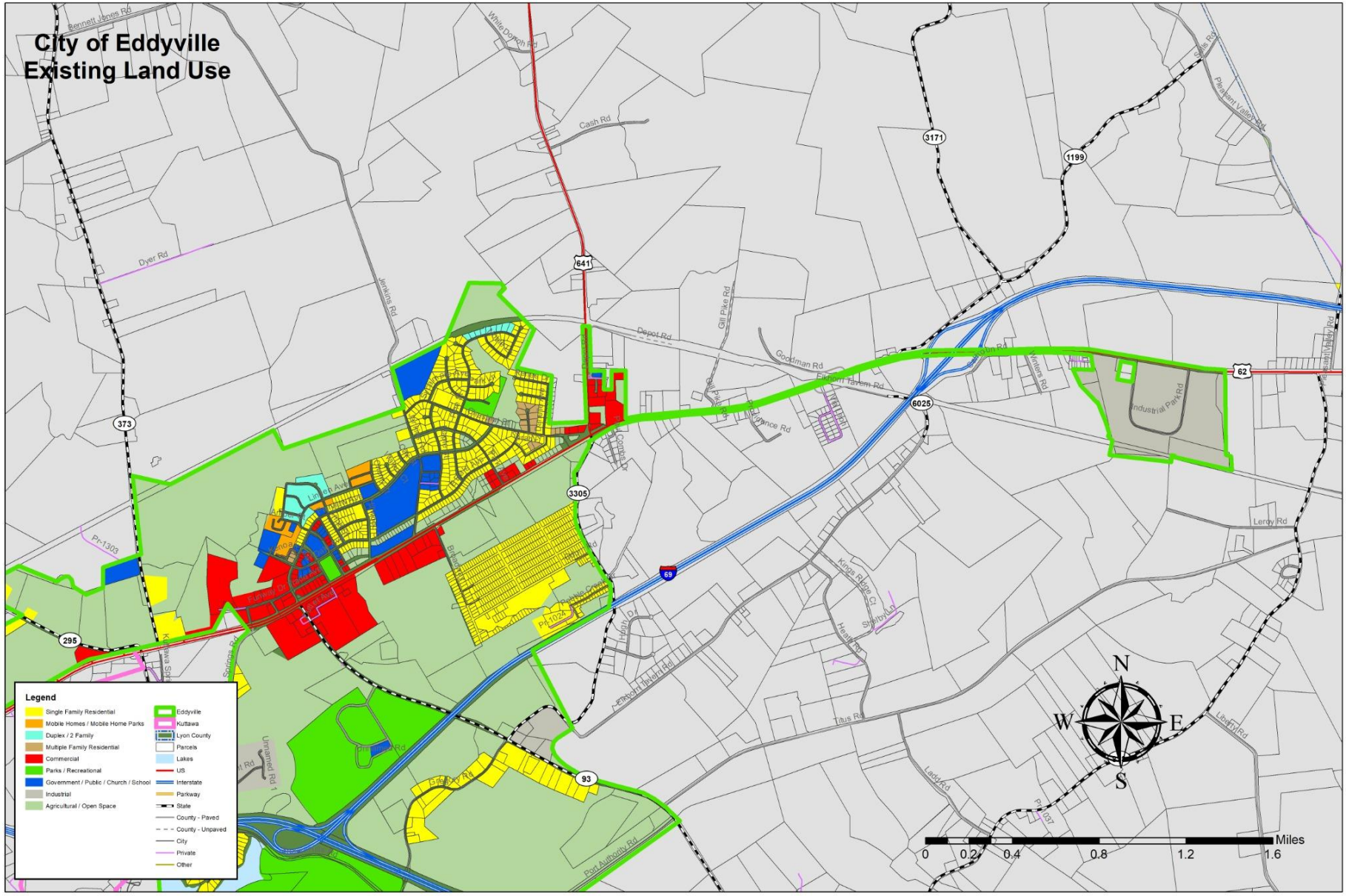
The Eddyville Riverport, located along the Cumberland River, anchors the city's industrial and logistics sectors. Together with highway and rail access, this multimodal network supports manufacturing, warehousing, and freight distribution operations. These assets have made Eddyville a focal point for employment opportunities and industrial investment within western Kentucky.

Water and wastewater infrastructure and transportation access support development within Eddyville, but the availability and capacity of service must be confirmed with the responsible providers for each site. Corporate limits do not, by themselves, establish utility-service availability or capacity.



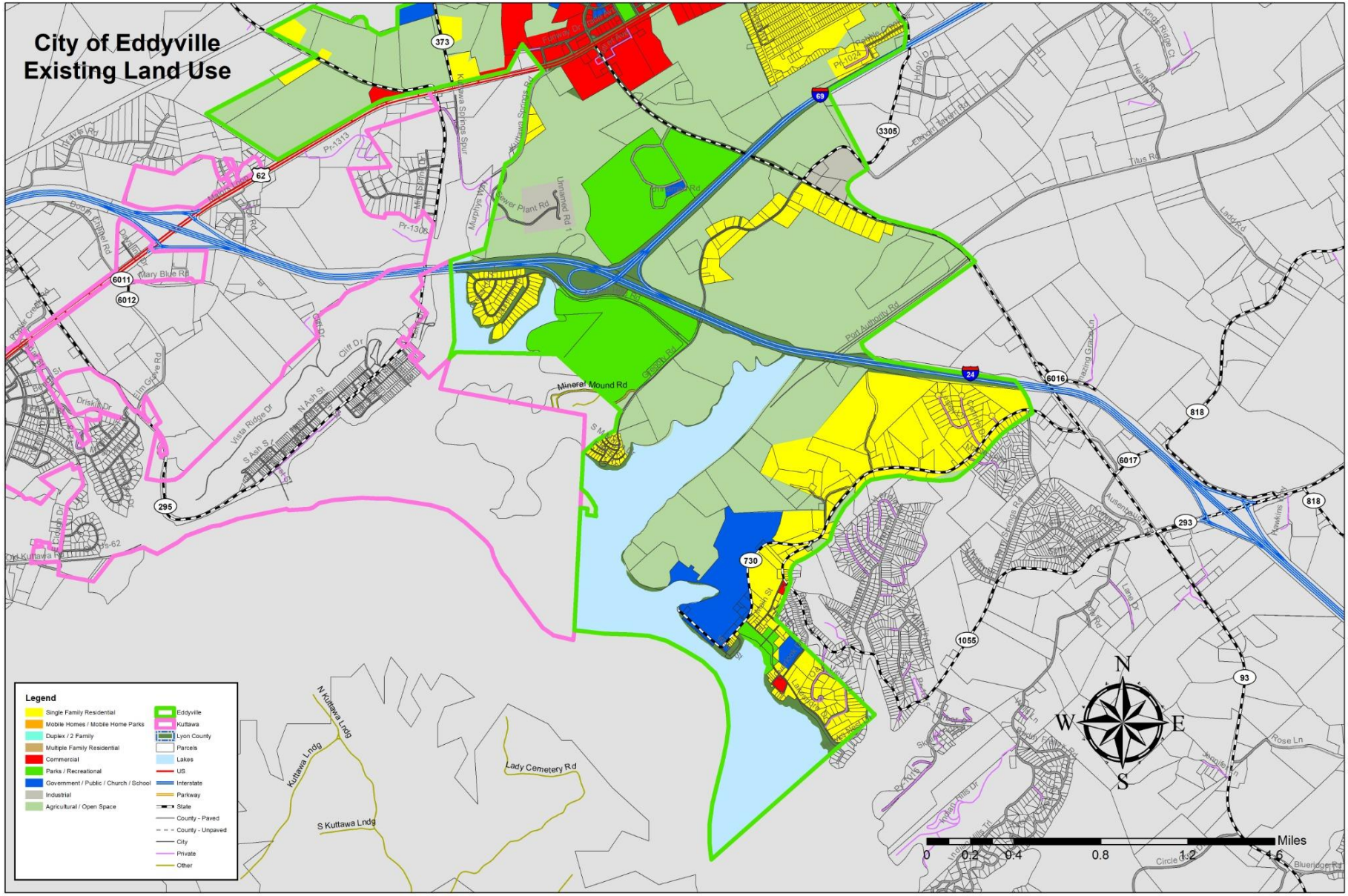
Eddyville Existing Land Use: Overview

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.



Eddyville Existing Land Use: Northern Detail

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.



Eddyville Existing Land Use: Southern Detail

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

The current land use pattern in Eddyville is characterized by a dynamic relationship between its rural setting, major transportation corridors, and significant natural resources, primarily Lake Barkley. This pattern reflects historical development shaped by accessibility and the area's role as a regional service center and tourism destination.

The Land Use Hierarchy

Agricultural/Open Space, shown in light green, provides a substantial undeveloped or rural setting around the more intensively developed parts of Eddyville. This broad category includes different open-land uses and should not be read as a parcel-by-parcel certification of active agriculture or development readiness.

The Developed Core

The developed core is most evident along U.S. 62 and the connected street system, with additional development near the interstate corridors and Lake Barkley. The map shows existing land use, not zoning permissions or a future density assignment.

Commercial property is shown in red, including concentrations along U.S. 62 and other accessible locations. Blue identifies Government/Public/Church/School uses, not Mixed-Use. The distinction matters because civic and institutional properties serve different functions from private retail, lodging, and service businesses.

Residential areas are principally yellow Single Family Residential parcels. Orange identifies Mobile Homes/Mobile Home Parks; teal identifies Duplex/2 Family; and tan identifies Multiple Family Residential. The map does not assign a separate Medium Density category. These uses occur in the established neighborhoods and in residential clusters closer to the lake.

Public and Natural Assets

The community's structure is strongly defined by its public and natural assets:

Parks/Recreational areas are shown in bright green, distinct from the light-green Agricultural/Open Space category. Recreation and lake access are important parts of the community's land use pattern. Water is separately identified in the legend and should not be confused with public or institutional land.

Industrial property is shown in gray, including land in the eastern portion of Eddyville. The map should be read with the transportation and utility exhibits when considering potential industrial investment and compatibility with nearby uses.

Government/Public/Church/School properties are blue and include institutional and civic sites within the city. Teal is reserved for Duplex/2 Family uses. Source for this existing-land-use description: PeADD, Eddyville Existing Land Use overview and detail maps supplied for this plan.

In summary, Eddyville's current land use pattern is one of focused growth centered on key transportation nodes, leveraging its status as a gateway to Lake Barkley, while retaining a substantial rural-agricultural base.

Zoning Map Intent and Focused Growth Areas

The existing zoning map and ordinances provide the regulatory context for development. The existing land use map records use categories, while the future land use map expresses planning direction. These are different tools. The following zoning discussion summarizes the local planning materials and is not a substitute for the currently adopted ordinance, map amendments, or state law.

Detailed Overview of Eddyville Zoning Districts

Eddyville's planning materials describe residential, commercial, industrial, agricultural, conservation, and lake-related zoning districts. Adoption dates and subsequent amendments must be established from the city's certified records rather than inferred from a map filename. The summaries below provide context for the recommended ordinance review; current ordinances and applicable state law control individual decisions.

Residential Districts (R-1, R-2, R-3, SR, MHR)

Eddyville employs a graded system of residential districts to manage density, with specific requirements for lot size, setbacks, and utility connections. Residential districts are primarily designed for housing but allow conditional flexibility, especially near the lake.

Single-Family Residential (R-1): This is the lowest density residential zone for single-family homes, requiring a minimum lot size of 14,000 square feet and a minimum lot width of 100 feet at the building line. Use of city water and sanitary sewer is mandatory. Suburban Residential (SR): This district is unique because it is designed for low-density residential development without mandatory access to city sanitary sewer, allowing for on-lot septic systems. This flexibility requires a larger minimum lot size of 1/2 acre (21,780 square feet).

Medium Density Residential (R-2): Designed for single-family homes, duplexes, and triplexes. Single-family lots require a minimum of 10,000 square feet, while duplexes/triplexes require a larger lot based on the number of units.

Multi-Family Residential (R-3): This is the highest density zone, designed for multi-family apartment complexes (as well as R-1/R-2 uses). Multi-family dwellings are limited to a maximum of six dwelling units per building and 12 units per net acre. Buildings can be up to three stories or 45 feet in height. These districts introduce higher densities and more permitted commercial/community services. The R-2 principally permits Two-family & Three-family dwellings (Duplex/Triplex). The R-3 principally permits Multi-family dwellings (apartments, condos). Both R-2 and R-3 conditionally permit certain institutional uses like hospitals, convalescent, and assisted living facilities.

Manufactured Home Residential (MHR): The local planning materials describe a district for manufactured home parks, including a 5-acre minimum park size and municipal utility requirements. This district summary does not restrict the placement of qualified manufactured homes elsewhere where current state law permits them. Review individual proposals under the current ordinance and KRS 100.348.

Lakefront and Resort Districts (L-1, LR)

These districts manage the high-value property surrounding Lake Barkley, focusing on distinct rules related to the waterfront.

Lake Residential District (L-1): Established specifically for property with lake frontage and properties in close proximity. For lots with lakeshore frontage, the front-yard is the yard facing the

lake, and the rear-yard is the yard facing the street. The front yard setback must be set back at or beyond the Lake Barkley Army Corp Building Easement Line (elevation 378 feet).

Lake Resort District (LR): Permits commercial uses commensurate with the development of a resort community. Permitted uses target the tourist market, including eating establishments, amusement, sale of souvenirs, and boat services. Like the L-1 zone, it mandates that the front yard faces the lake for lakeshore lots and requires setbacks beyond the Army Corp Easement Line. Condos or multi-family developments are specifically allowed in the LR District. These zones introduce commercial/tourism uses alongside housing. L-1 largely mirrors R-1/R-2 residential uses. LR is the most permissive residential zone, allowing a combination of Residential and Commercial Planned Unit Developments (PUDs). It principally permits transient Motels or Hotels and allows a range of commercial uses commensurate with a resort community.

Commercial Districts (B-1, B-2)

Commercial zones are split based on function and traffic needs.

The Central Business District (B-1): Designed for retail, entertainment, government, and service uses compatible with downtown business development. Uses with outside storage or display, such as used car lots and auto dealerships, are deemed incompatible. There is no minimum lot size requirement.

Highway Commercial District (B-2): Designed for businesses that require good road access or high traffic counts. This district handles heavier commercial uses not appropriate for B-1, and all B-1 uses are allowed here. It mandates a minimum lot size of 25,000 square feet and a lot width of 120 feet. These districts differ based on the intensity and need for traffic access, with B-2 designed to handle uses incompatible with a traditional downtown.

Industrial and Specialized Districts (I-1, I-2, A-1, CD)

These zones manage heavy, large-scale, and non-developed uses.

Light Industrial District (I-1): Permits manufacturing or processing that would not be deteriorating to neighboring properties due to smoke, noise, odor, dust, vibrations, or fire hazards. Requires a minimum lot size of one acre. Permits manufacturing that is non-deteriorating to neighboring properties (i.e., no significant smoke, noise, or odors). It principally permits Storage Rental facilities, Warehouses, Light Industrial Uses, Printing, and specific shops of special trade contractors. It is the only district where Adult Oriented Uses are permitted, and then only as a Conditional Use with a 1,000-foot separation distance from any residential zoned area or protected public use.

General Industrial District (I-2): Intended for manufacturing or processes that may be deteriorating to neighboring properties due to emissions or hazards. Such uses require approval as a Conditional Use. This zone requires a minimum lot size of five acres. Designed for manufacturing that may be deteriorating to neighboring properties due to emissions or hazards. It principally permits Heavy Industrial Uses, Truck Terminals, Tire Re-treading, Scrap Metal Recycling, and Concrete/Asphalt Plants. New plants or processes deemed hazardous must be considered as a Conditional Use.

Agricultural Districts (A-1): Designed to allow agricultural crops, dairying, and raising of farm animals. It specifically prohibits commercial confined feeding operations for livestock. The core use is Farming, along with Dairying, Stock-raising, and Agricultural Structures. It specifically prohibits Commercial Confined Feeding Operations. Residential uses, including single-family dwellings and modular homes, are conditionally permitted.

Conservation District (CD): Created for areas subject to periodic flooding, designated recreational areas, parks, cemeteries, and the Lake Barkley Army Corp Building Easement Line (elevation 378 feet). This district is designated for flood-prone areas, recreational areas, parks, and the Army Corp Easement Line. Its primary permitted uses are Public Utility Facilities and Public Recreational Facilities/Parks. Most intensive uses are prohibited or highly restricted.

Key Overarching Regulations

Mobile and Manufactured Homes:

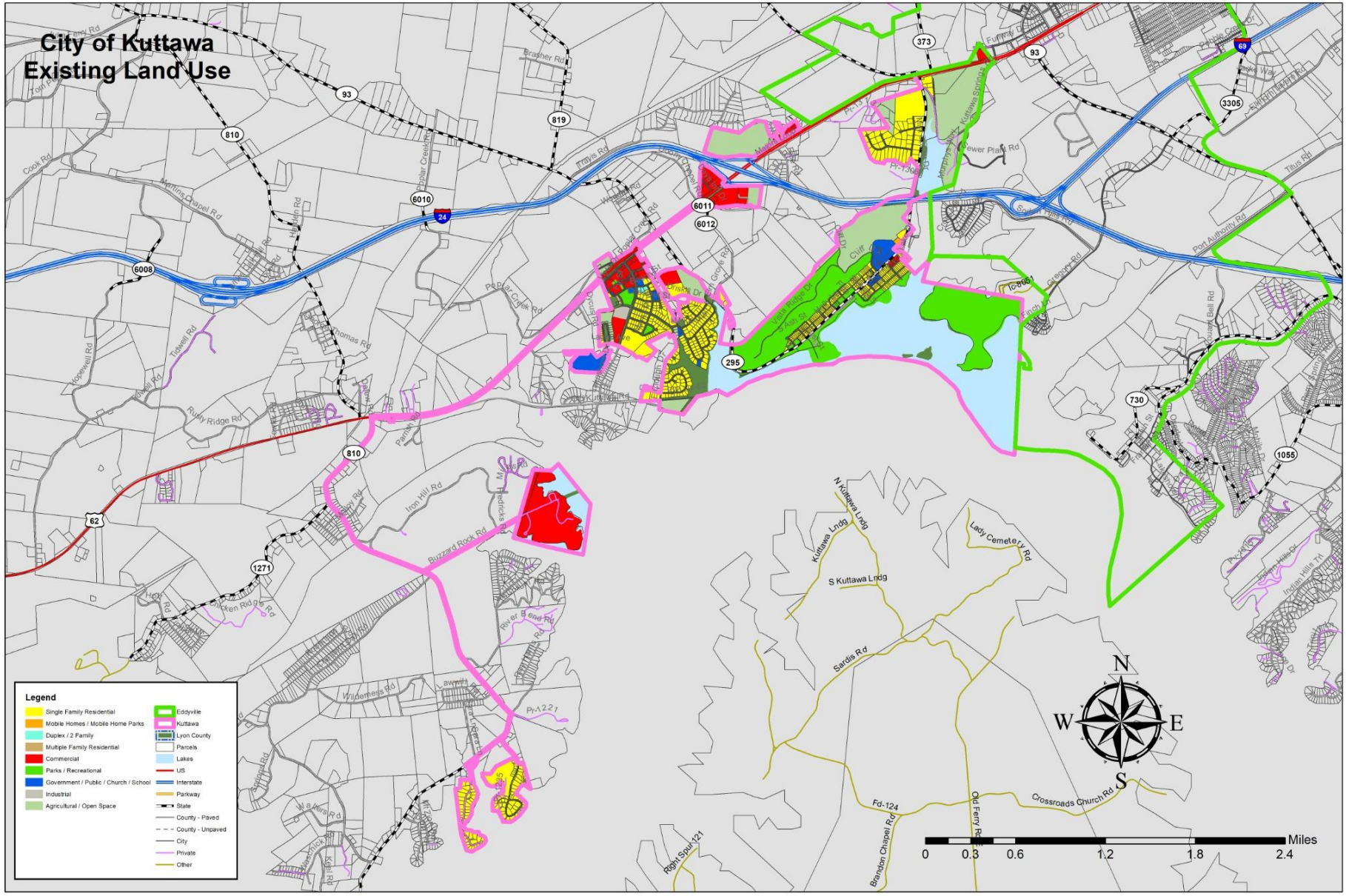
Manufactured and Mobile Homes: The cities should review their ordinances against KRS 100.348 as amended by 2025 HB 160, effective July 1, 2026. The statute prohibits excluding qualified manufactured homes from residential zones where single-family residences are permitted and limits discriminatory or more stringent standards. It also defines qualifying homes and allowable compatibility standards. Earlier local age-of-manufacture or conditional-use provisions should not be repeated as controlling law without that review. Source: KRS 100.348, effective July 1, 2026; 2025 Kentucky Acts, Chapter 154; see Appendix A.

Planned Unit Development (PUD): A PUD is an area of land controlled by a single landowner and developed as a single entity for a number of dwellings and/or buildings, the plan for which does not necessarily correspond in lot size, bulk, type of dwelling unit, density, lot coverage or required open space to any other residential or commercial zone. PUDs are permitted in R-2 and Lake Resort Districts. A combination of Residential and Commercial PUDs is only allowed in Lake Resort Districts. PUDs require a minimum area of five acres and must dedicate at least 20% of the total gross area to permanent, usable open space.

Adult Uses: Adult oriented uses are only permitted in the I-1 Industrial District and must meet a 1,000-foot separation distance from all "Protected Uses," including any residential zoned area, school, church, or public park.

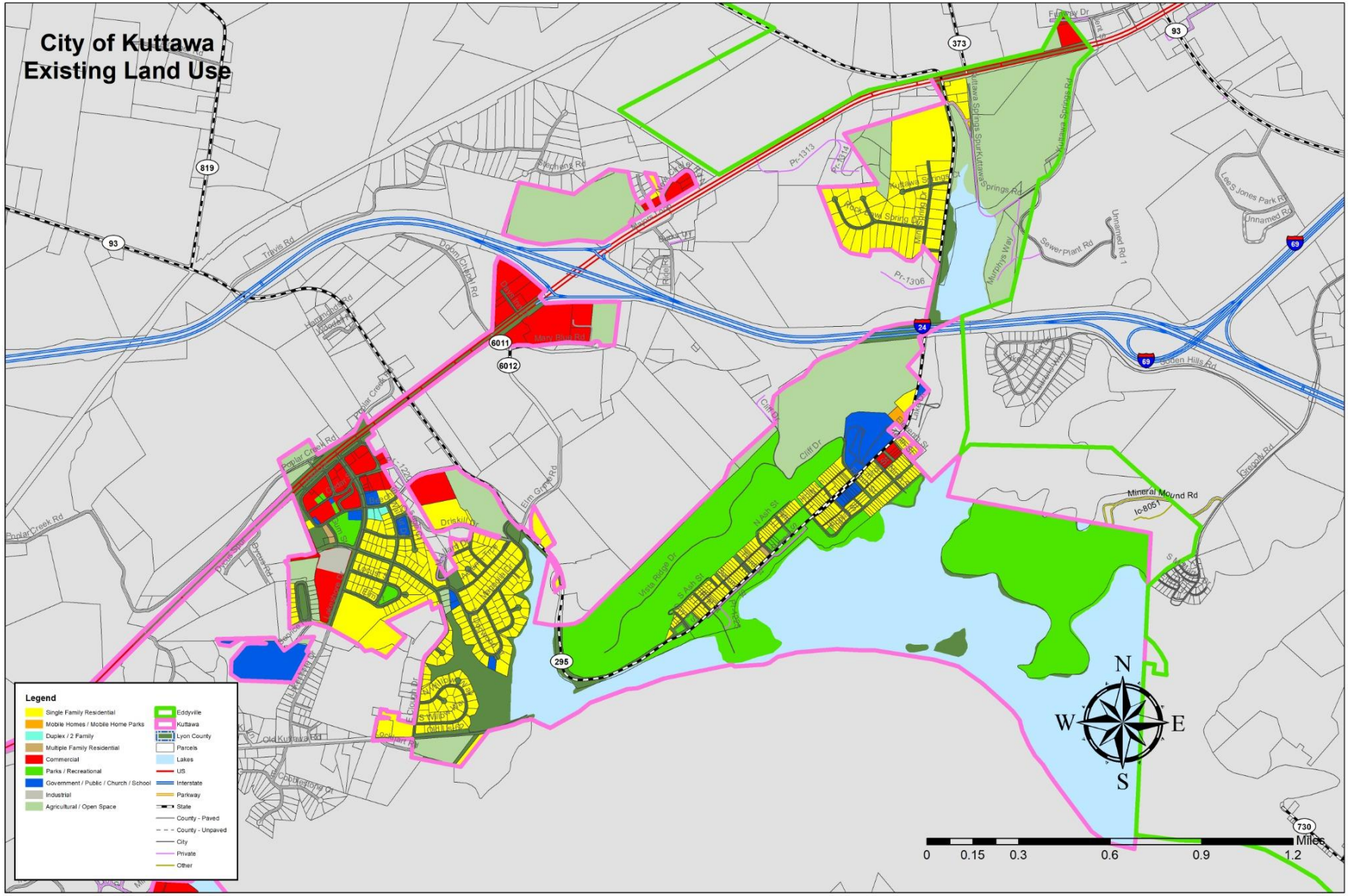
KUTTAWA

Kuttawa's existing land use map emphasizes residential neighborhoods, commercial areas, and recreation near Lake Barkley. Yellow identifies Single Family Residential, red identifies Commercial, bright green identifies Parks/Recreational, and blue identifies Government/Public/Church/School uses. Pink outlines identify Kuttawa's corporate boundary rather than a land use. The overview and detail maps distinguish the main developed area from the southern shoreline areas. The zoning discussion below is separate from these mapped use categories.



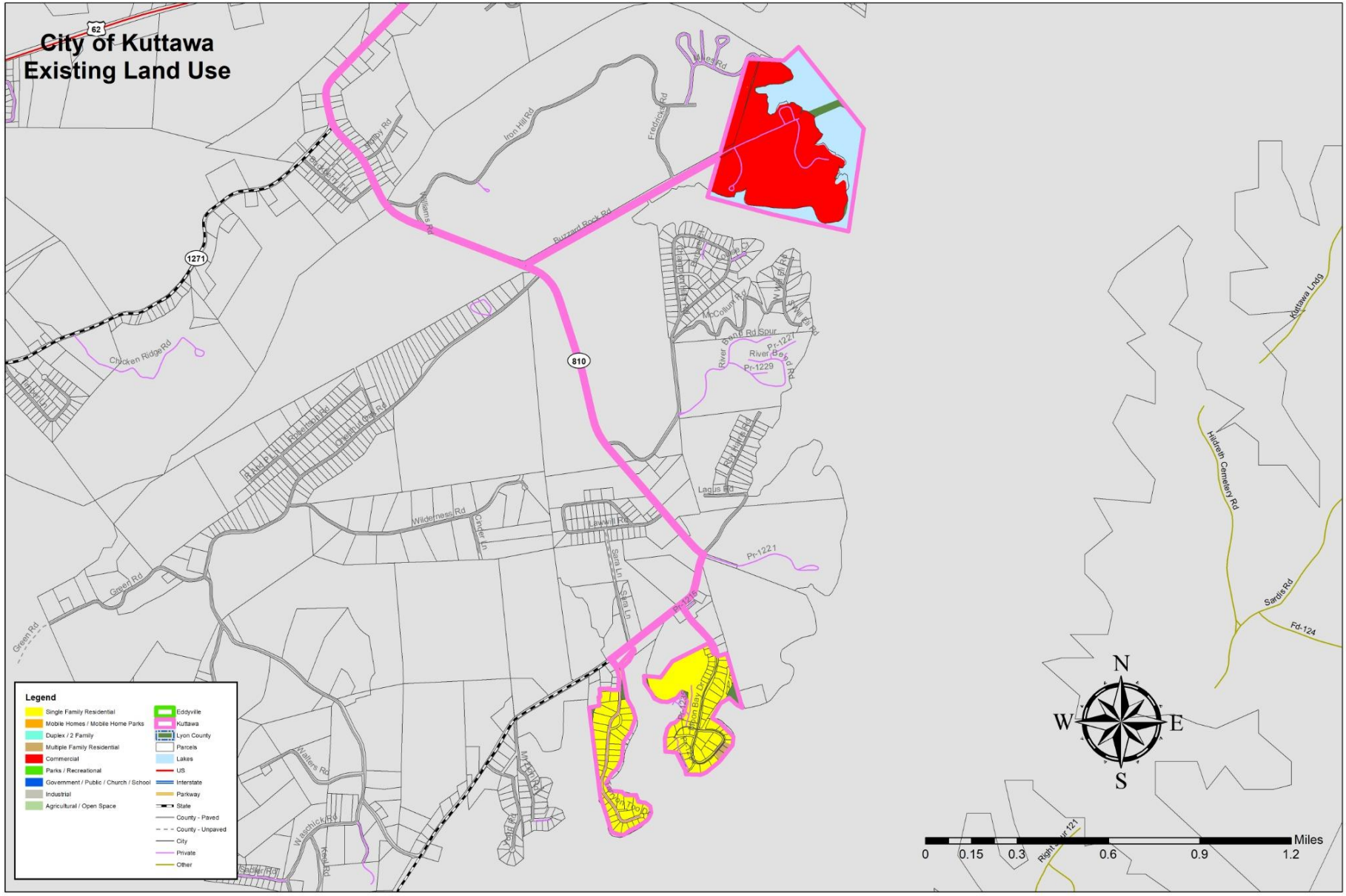
Kuttawa Existing Land Use: Overview

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.



Kuttawa Existing Land Use: Main City Detail

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.



Kuttawa Existing Land Use: Southern Detail

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

Kuttawa's zoning materials describe residential, commercial, industrial, agricultural, conservation, and lake-related districts. These summaries provide context, not a determination of the current legal status of a parcel or regulation. Certified city records establish adoption dates and amendments, and current state law governs where an older local provision conflicts with it.

R-1 (Residential): The lowest density zone, it principally permits Single-Family Detached Dwellings and modern Modular Homes. Conditional approval is required for two-family homes and most community facilities like churches and schools.

R-2 (Medium Density)/R-3 (Multi-Family): The R-2 (Medium Density)/R-3 (Multi-Family) Districts allow for increased density. The R-2 district expands principal uses to include Two-Family Dwellings. The R-3 district, designed for the highest density, permits multi-family dwellings, townhouses, and condos as Conditional Uses. All three traditional residential zones permit Dwelling Unit Rentals and allow institutional uses like churches and schools as Conditional Uses. R-2 principally permits two-family dwellings, while R-3 is the primary zone for higher-density multi-family dwellings (apartments/condos), requiring conditional approval for these uses in R-2 and R-3.

Manufactured Housing: Kuttawa should apply the same current statutory review described for Eddyville. The amendments to KRS 100.348 took effect July 1, 2026, not July 1, 2025. The plan does not establish whether local implementing amendments have been adopted. Qualified manufactured homes and applicable compatibility standards must be evaluated under the current statute rather than the older manufacturing-date restrictions summarized in previous drafts. Source: KRS 100.348; see Appendix A.

L-1 (Lake Residential): This district is established specifically for properties with lake frontage. While primarily residential, its unique feature is the mandatory designation of the lake-facing side as the front yard, which dictates building setbacks relative to the Army Corp Building Easement Line (elevation 378 feet). This district is highly dedicated to preserving residential lake properties, allowing single-family dwellings and dwelling unit rentals. It conditionally allows higher-density uses like two-family and multi-family dwellings, as well as tourist-related uses like Bed and Breakfast homes.

Downtown vs. Highway/Resort

Commercial activity is strategically separated to preserve the character of the traditional downtown while capitalizing on regional traffic and tourism:

B-1 (Business District): This zone focuses on traditional, pedestrian-friendly downtown commerce. It principally permits banks, restaurants, retail sales, medical offices, and professional services. As the traditional commercial core, B-1 principally permits pedestrian-oriented services and retail, including Banks, Restaurants, Hair styling/beauty shops, Retail sale of food products and general merchandise, and professional offices. This area serves as the central hub for local residents and general services.

S-1 (Service District): This is the high-traffic, higher-intensity commercial zone. It principally permits auto-related uses like Vehicle Sales Lots, Auto Service/Fuel Stations, and Truck Rentals that require significant road access. The S-1 zone is the only district where off-premise billboard signs are allowed. This zone is specifically designed for high-traffic, auto-dependent commerce. It principally permits Automobile and Boat Rental, Vehicle Sales Lots, Automobile Service/Fuel Stations, and Truck Terminals. The S-1 district is the single location where Off-Premise Billboard Signs are permitted, subject to strict regulation regarding proximity to the interstate. Its important to note that the designation of “Off-Premise” signage needs to be reviewed and amended to employ more content neutral signage guidance.

LR (Lake Resort District): This zone is highly specialized, allowing commercial uses "commensurate with the development of a complete resort colony". It principally permits Motels/Hotels, Marinas, Boat Repair/Sales, and specialized retail appealing to the tourist market. It is the only residential-oriented zone

that permits the use of mixed Residential and Commercial Planned Unit Developments (PUDs). The LR district is the most versatile, designed for a "complete resort colony". It principally permits transient lodging like Motels and Hotels, recreational uses, Marinas and boat mooring facilities, and specialized commercial uses such as the sale, maintenance, and repair of boats and motors, and tourism-specific manufacturing (e.g., handicrafts for display). The LR zone also allows for combinations of Residential and Commercial Planned Unit Developments.

Industrial and Conservation Uses

These districts ensure that large-scale and non-compatible uses are contained and buffered:

I-1 (Light Industry) and I-2 (General Industry): Industrial uses are differentiated by their performance standards. I-1 is for non-deteriorating manufacturing and warehousing. I-2 is reserved for uses that may be deteriorating due to smoke, noise, or hazards (such as quarrying or heavy industry), and often requires large minimum lots (five acres). Notably, Adult Oriented Uses are only permitted as a Conditional Use in the I-1 District, subject to a 1,000-foot separation distance from any residential or protected use. Principally permitted uses include Warehouses, Light Industrial Uses, Printing, and specialized trade shops. Notably, all Adult Oriented Uses are relegated to the I-1 zone and require a Conditional Use Permit along with a mandatory 1,000-foot buffer from any residential zone or protected public facility. This is the destination for heavier, potentially deteriorating industrial uses. It principally permits Heavy Industrial Uses, Tire re-treading, and large-scale facilities like General Industrial and Truck Terminals. Highly impactful uses, such as quarrying, may be conditionally permitted.

A-1 (Agricultural Districts): This zone is designated for Farming, Dairying, and Stock-raising. Residential structures and uses like Landscaping services are allowed, but Confined Feeding of Livestock requires Conditional approval.

CD (Conservation District): This zone protects environmentally sensitive areas, including land subject to flooding or unstable slopes, and recreational areas. Its primary function is preservation, limiting principal uses largely to Public Utility Facilities and Public Recreational Facilities/Parks.

Future Land Use Plan

Vision and Principles

The Future Land Use Maps for Eddyville and Kuttawa are grounded in the overall vision and guiding principles of the Lyon County Comprehensive Plan. The plan seeks to manage growth thoughtfully while preserving the county's rural character, natural resources, and high quality of life.

The Future Land Use Plan is rooted in striving for balanced and orderly growth. Development should be directed to appropriate locations within and near the existing community cores of Eddyville and Kuttawa rather than allowing scattered or sprawling growth across the countryside. Growth is encouraged where core infrastructure like roads, water, sewer already exists or can be efficiently extended.

The plan seeks to preserve rural character and working agricultural areas. The mapped Agricultural/Open Space category and separate Parks/Recreational category identify the broad pattern supporting that goal. These map categories are not equivalent to the Agricultural or Conservation districts in a zoning ordinance and do not create permanent legal protection on their own.

The Lake Barkley shoreline and Land Between the Lakes are important natural and recreational resources. Lakeshore properties appear in the maps' general residential, commercial, recreational, public, and open-space categories. Lake Residential and Lake Resort are discussed in the zoning summaries, but they are not separate colors in these land use map legends.

The maps distinguish Single Family Residential, Mobile Homes/Mobile Home Parks, Duplex/2 Family, and Multiple Family Residential. These categories help describe housing choices without assigning a separate

Medium Density or Lake Residential color. Future proposals should be evaluated for utility capacity, access, nearby uses, and environmental conditions.

The commercial and business uses are concentrated in strategic locations along the highway-oriented corridors in Eddyville and more compact, tourism-oriented commercial areas in Kuttawa that support its lakeside and resort character.

In an effort to create desired separation of incompatible uses, the industrial areas are located away from residential neighborhoods and lakefront zones to minimize conflicts, noise, and visual impacts.

Overall, the plan aims to enhance rather than compromise the qualities that make Lyon County special: clean air and water, access to recreation and nature, small-town character, and a safe, attractive living environment for current and future residents.

Land Use Designations:

The Future Land Use Maps for Eddyville and Kuttawa utilize a consistent set of land use classifications to guide future development decisions in Lyon County. These categories reflect the county's desire to accommodate orderly growth while preserving its rural character, agricultural resources, and Lake Barkley shoreline.

The maps designate the following primary land use classifications:

Agricultural/Open Space areas, shown in light green, occupy substantial portions of the county and the areas around both cities. These areas reflect the plan's emphasis on maintaining rural landscapes, agricultural activity, and room for carefully considered future development. The separate Parks/Recreational category is shown in bright green.

Single Family Residential areas, depicted in bright yellow, identify locations suitable for traditional single-family homes on individual lots. These neighborhoods form the foundation of residential development in both communities.

Mobile Homes/Mobile Home Parks, Duplex/2 Family, and Multiple Family Residential areas are shown in orange, teal, and tan, respectively. Together with the yellow Single Family Residential category, these classifications recognize a range of existing and potential housing arrangements. Their locations should be evaluated in relation to roadway access and water and wastewater service.

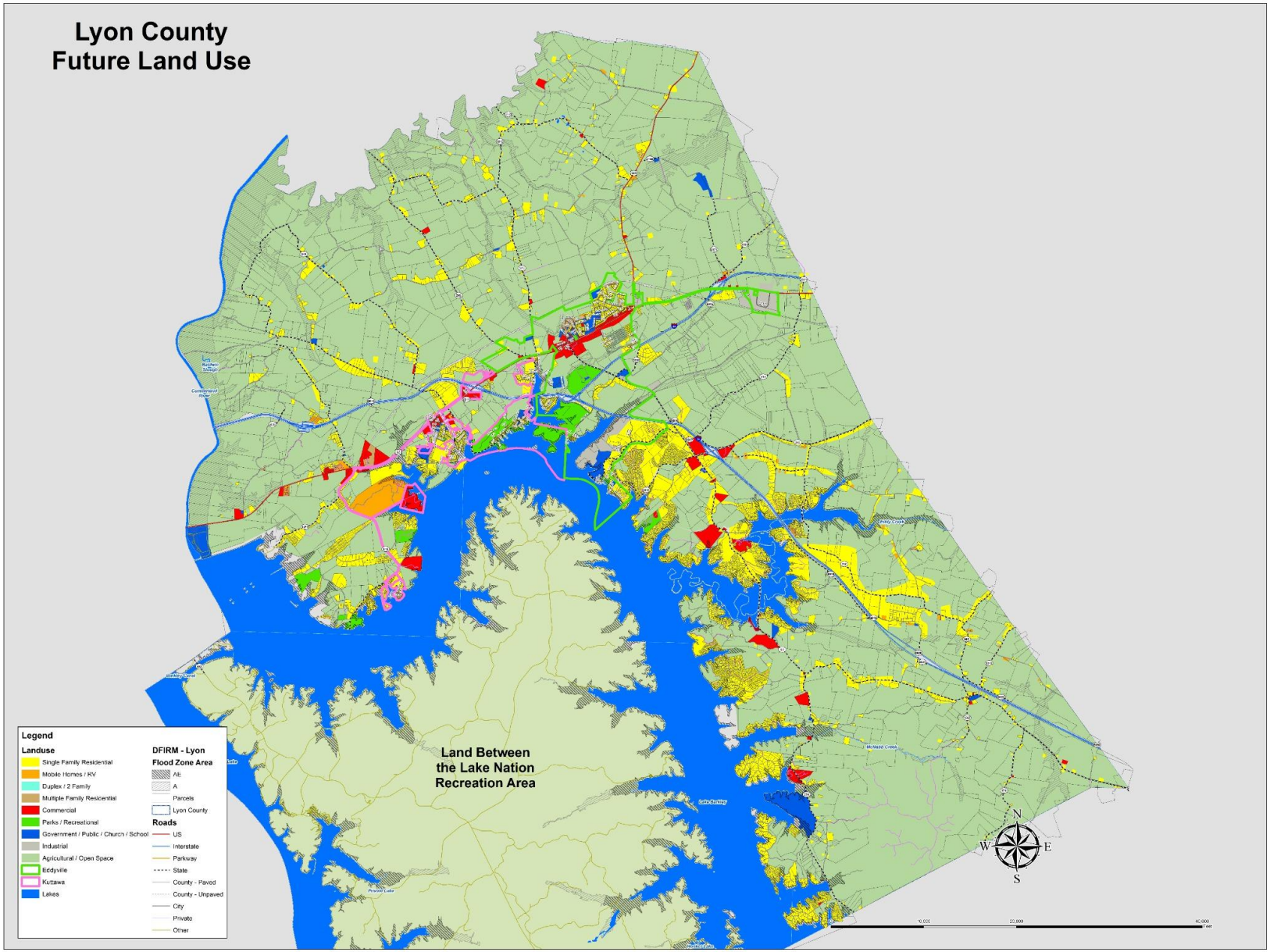
The maps do not use separate Lake Residential or Lake Resort colors in their legends. Instead, lakeshore properties appear within the general residential, commercial, recreational, public, and open-space categories. The lakeshore setting remains an important consideration for access, conservation, flood risk, and development review.

Commercial areas are shown in red, primarily near established business areas and major road corridors. The maps also identify government, public, church, and school properties in blue, reflecting the role of civic institutions and community services.

Industrial areas are shown in gray. The future land use maps identify industrial property in selected locations, including the eastern portion of Eddyville. New industrial proposals should be considered in relation to transportation access, utilities, nearby land uses, and environmental conditions.

Collectively, these classifications create a balanced land use framework. They direct more intensive development to areas with existing infrastructure and access, while strongly protecting the county's agricultural lands, conservation resources, and lakeside character. This system provides clear direction for future zoning decisions, development reviews, and public investments in Lyon County.

Future Land Use Maps



Lyon County Future Land Use: Countywide Overview

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

The Future Land Use Maps for Eddyville and Kuttawa provide a coordinated and complementary framework for guiding growth and conservation across Lyon County's two primary communities. Although each map responds to the distinct geography, existing development patterns, and opportunities of its respective town, they share a consistent set of land use categories and a common commitment to balanced, sustainable development that protects the county's rural character and Lake Barkley shoreline.

Shared Elements and Similarities

Both city maps use Agricultural/Open Space in light green and Parks/Recreational in bright green. These areas support the plan's goals for rural character, recreation, and natural resources. They are land use categories, not a survey of protected conservation property or a new set of zoning districts.

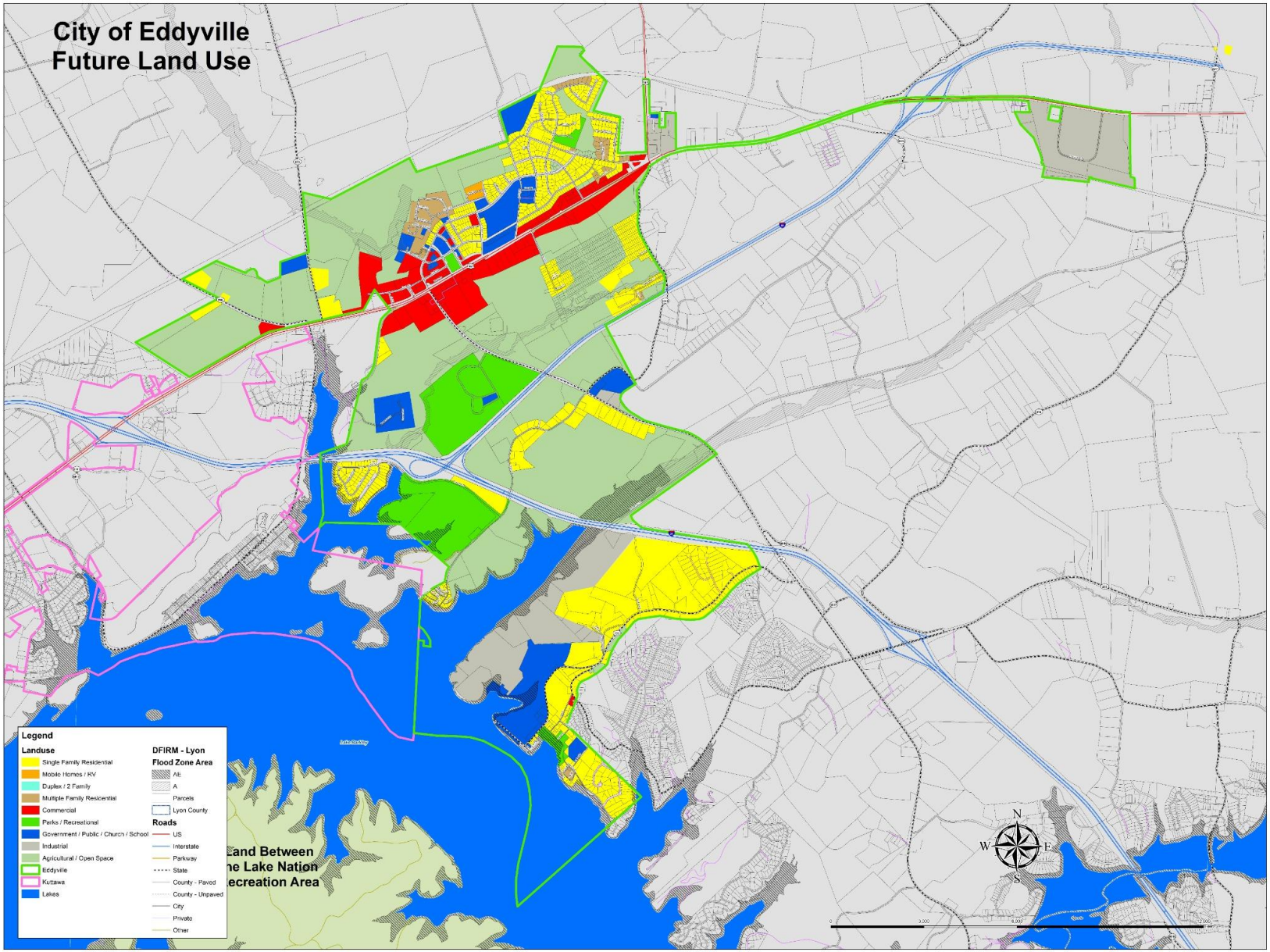
Yellow identifies Single Family Residential. Orange identifies Mobile Homes/Mobile Home Parks or the equivalent mobile-home/RV label on the future-map legend; teal identifies Duplex/2 Family; and tan identifies Multiple Family Residential. Blue identifies Government/Public/Church/School property, while lake water is separately listed. The maps do not use separate colors for Lake Residential, Lake Resort, or Medium Density zoning districts.

Commercial uses appear in red and industrial uses in gray. The location of these areas should be reviewed alongside nearby neighborhoods, roads, utility availability, and environmental limitations. The maps also show government and public uses in blue and recreational areas in bright green.

Key Differences

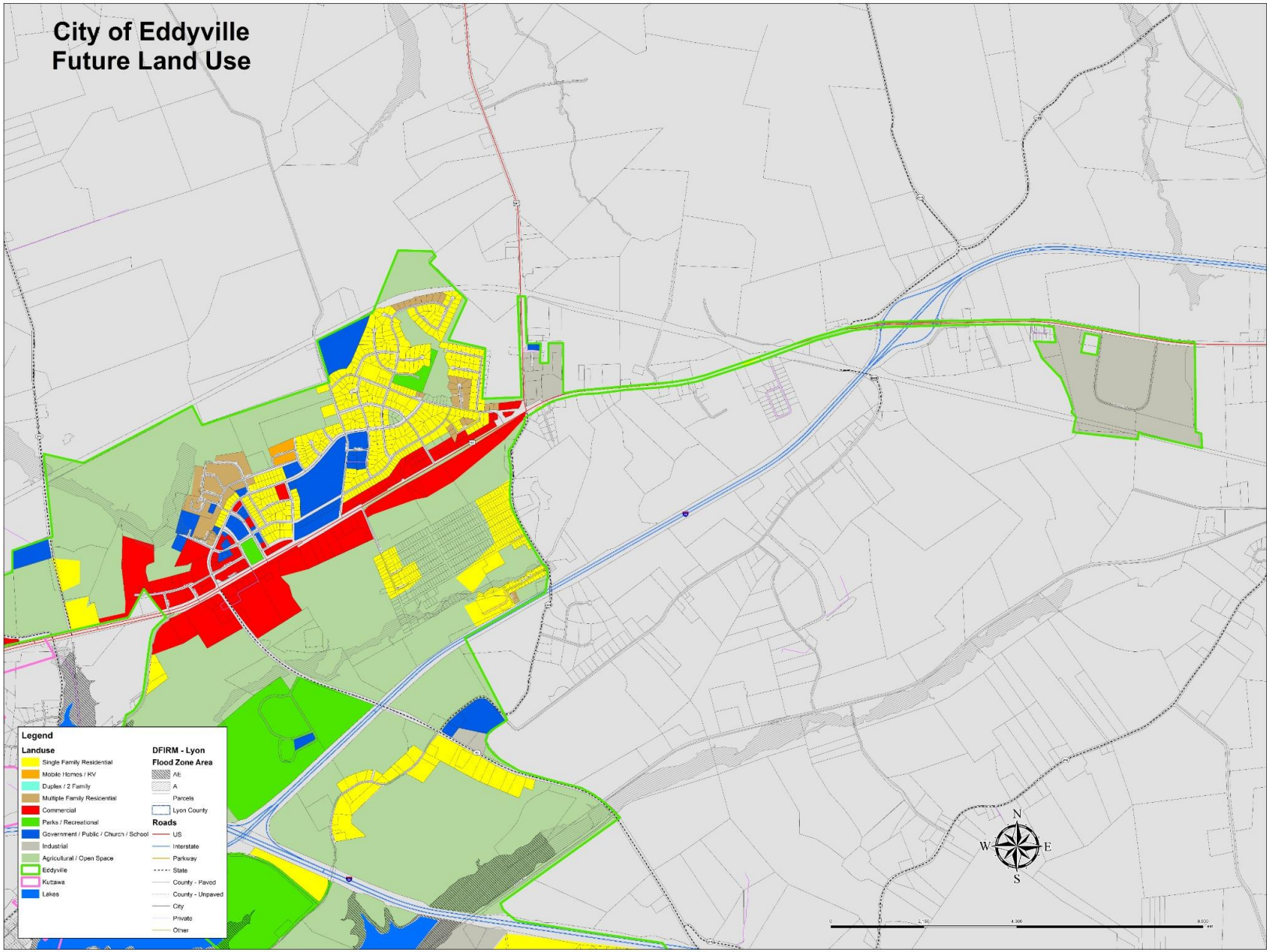
Eddyville Future Land Use

Eddyville's Future Land Use: The map retains a concentrated pattern of commercial land in red along U.S. 62, established residential neighborhoods in yellow, institutional sites in blue, and industrial land in gray in the eastern area. Parks and recreation areas are bright green, with substantial light-green Agricultural/Open Space around the developed areas. Infill and compatible development should be coordinated with confirmed utility capacity and safe road access. Source: PeADD, Eddyville Future Land Use overview and detail maps.



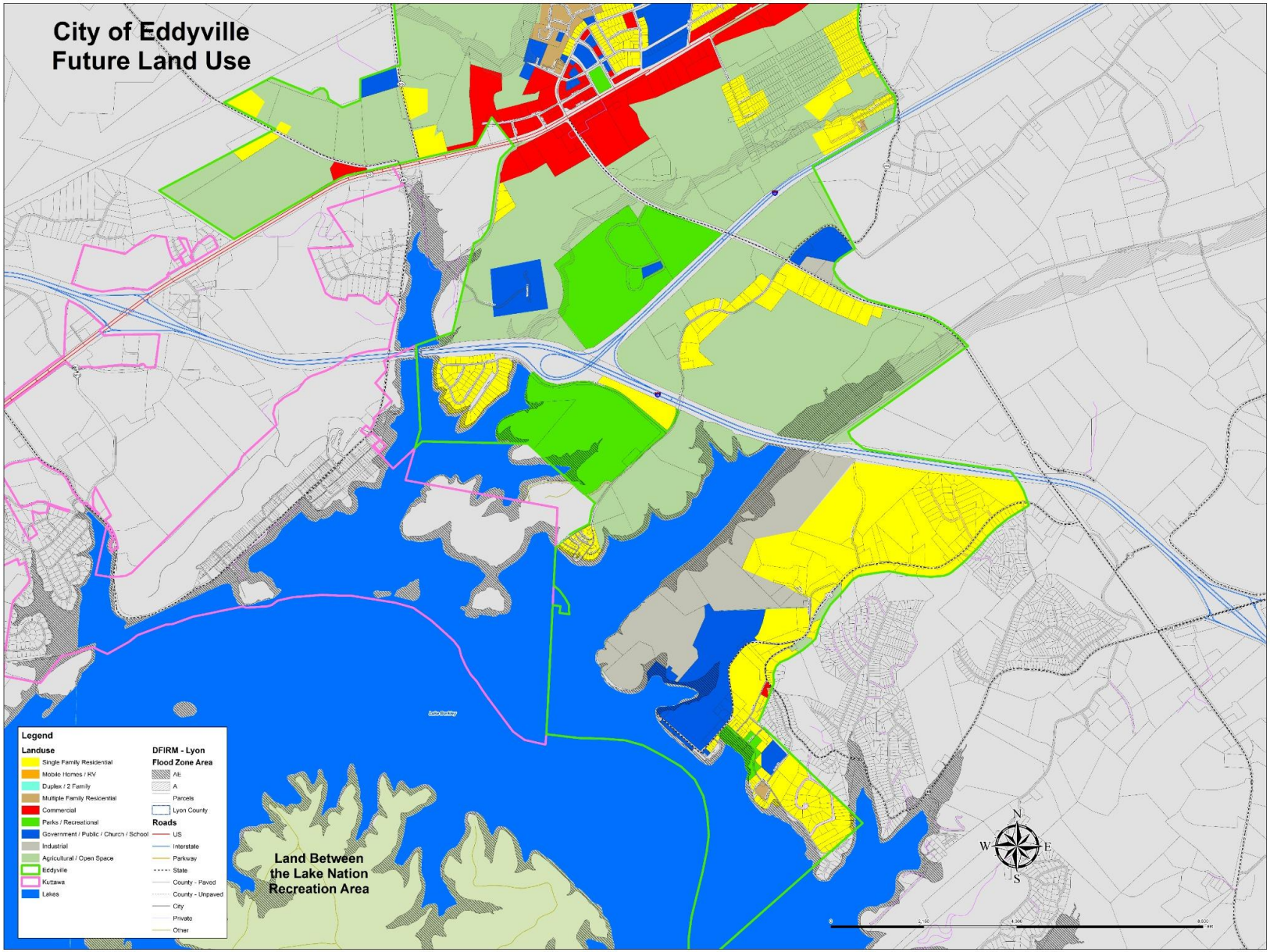
Eddyville Future Land Use: Overview

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.



Eddyville Future Land Use: Northern Detail

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

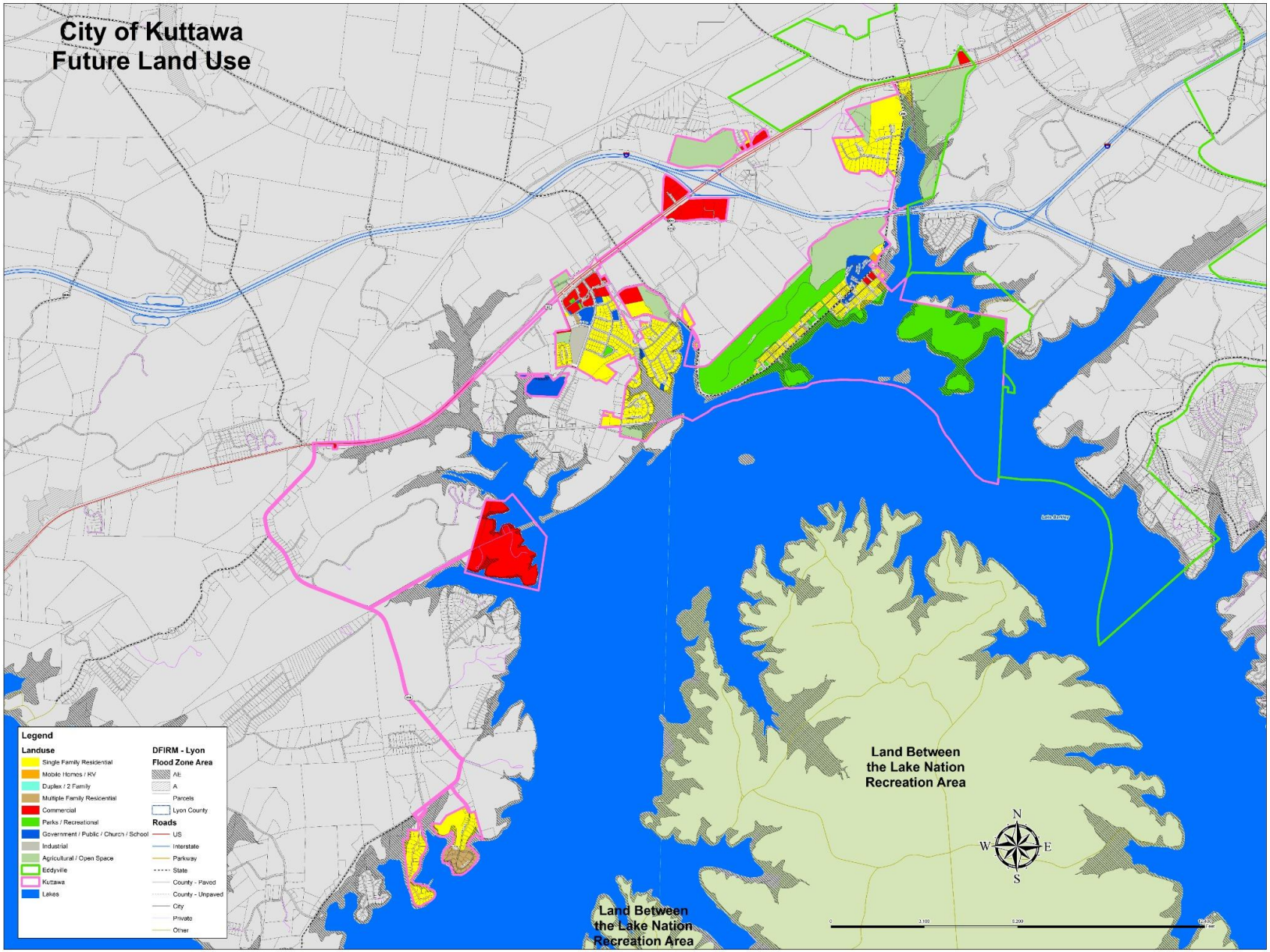


Eddyville Future Land Use: Southern Detail

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

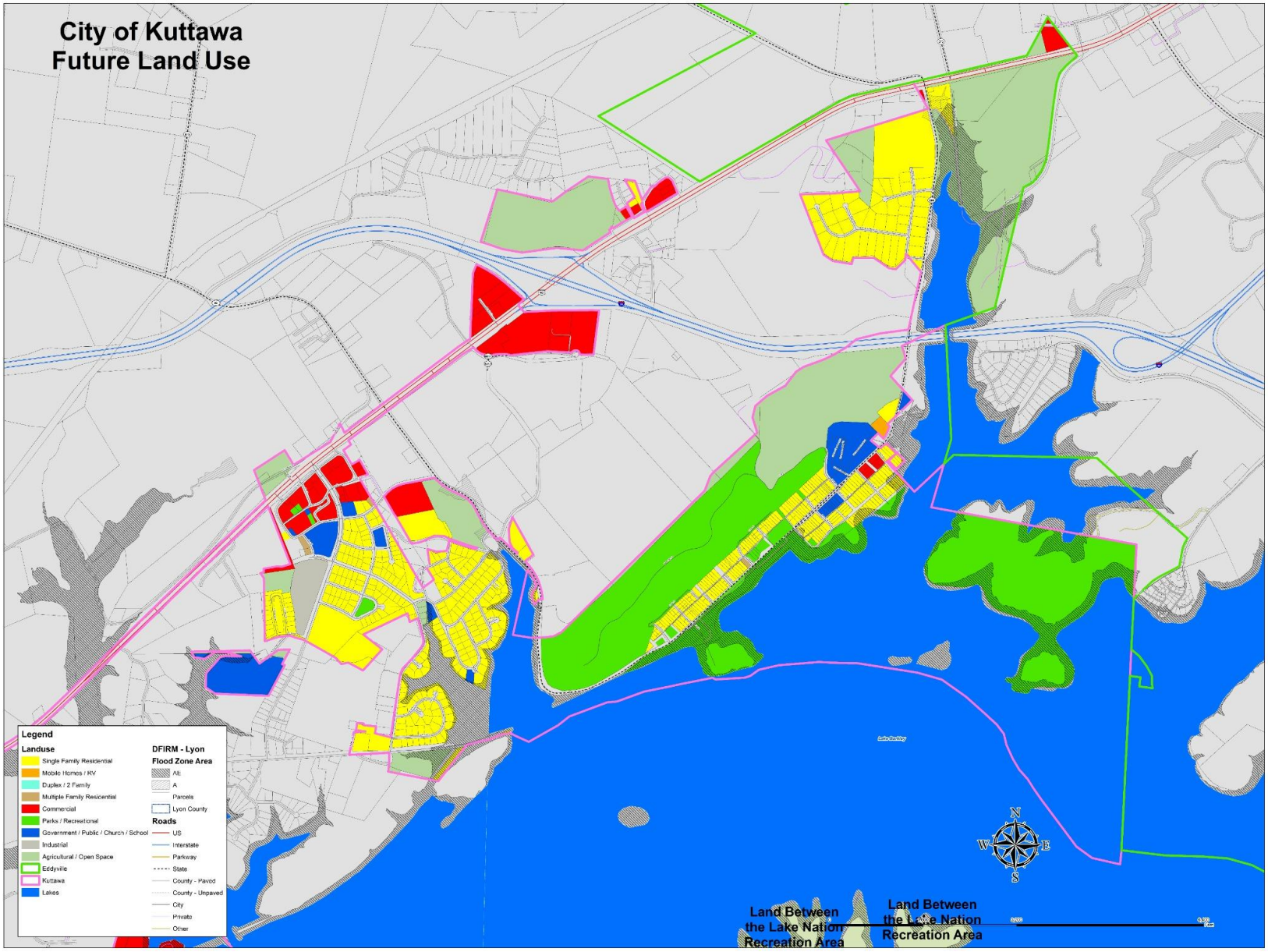
Kuttawa Future Land Use

Kuttawa's Future Land Use: The map reflects the city's lakeside setting, with yellow residential areas, red commercial properties, bright-green recreation areas, and blue civic or institutional properties. Commercial areas include the U.S. 62 corridor and selected shoreline properties. Pink lines show the city boundary, not a commercial or resort category. The southern detail depicts separate shoreline residential and commercial concentrations. Source: PeADD, Kuttawa Future Land Use overview and detail maps.



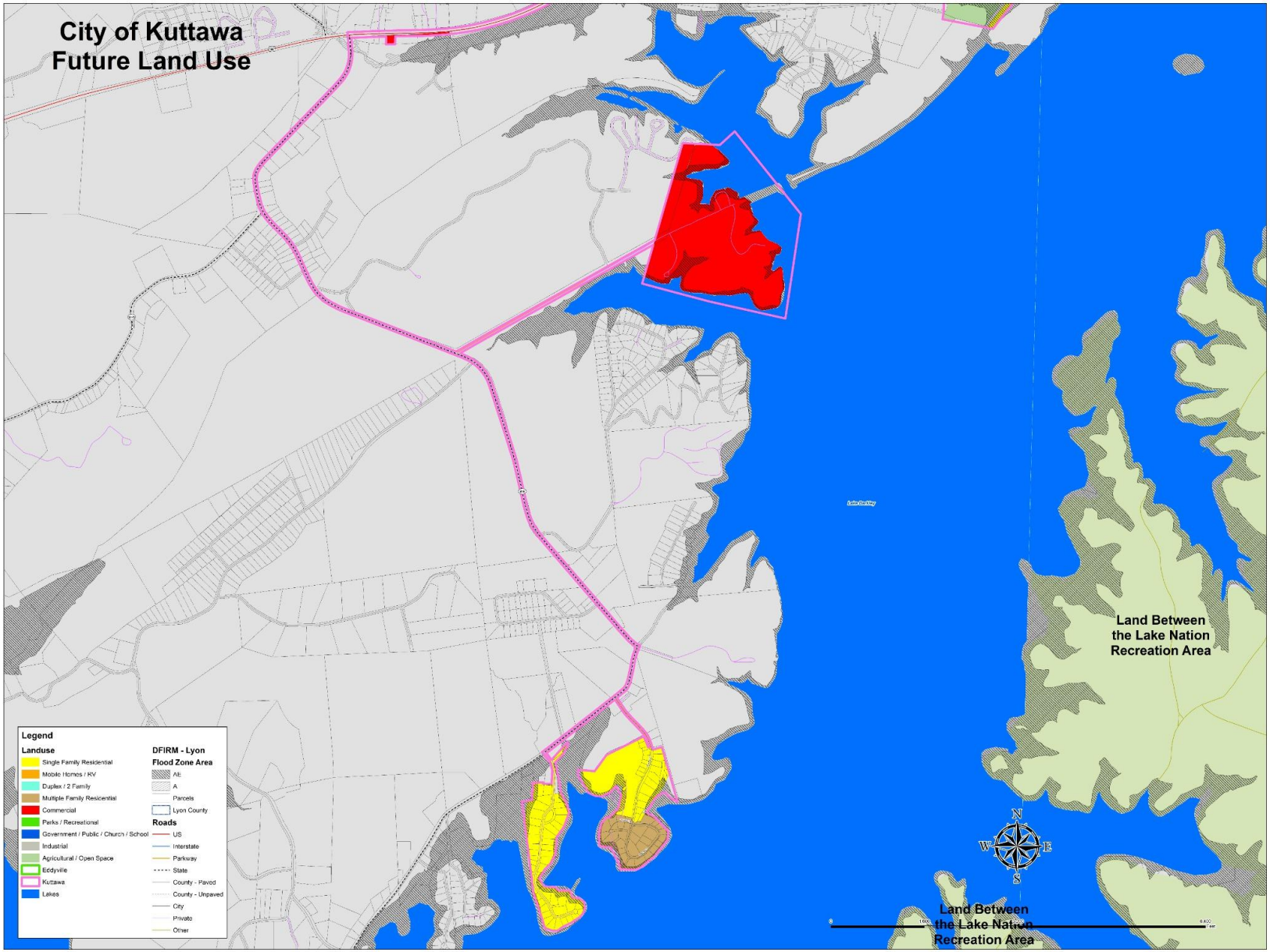
Kuttawa Future Land Use: Overview

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.



Kuttawa Future Land Use: Main City Detail

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.



Kuttawa Future Land Use: Southern Detail

Source: Pennyrile Area Development District, map supplied for the 2026 Comprehensive Plan.

Overall Vision

Together, the future land use maps provide a locally responsive planning framework for Lyon County, Eddyville, and Kuttawa. They support compatible development, housing choices, economic opportunity, and conservation where appropriate. They do not rezone property, guarantee infrastructure service, establish engineering suitability, or permanently protect land. Those outcomes depend on subsequent decisions, applicable regulations, project reviews, and implementation actions.

Special Considerations

Historic Portions V Relocated City Core

The disconnected nature of Old Kuttawa and Old Eddyville, now largely submerged or partially preserved along Lake Barkley, creates several foundational challenges for future development in the modern cities of Eddyville and Kuttawa.

The original towns sat along the Cumberland River. When Lake Barkley was impounded in 1965, most structures were demolished or relocated to higher ground several miles away. What remains of Old Eddyville is a small, elevated historic district including the Kentucky State Penitentiary. Old Kuttawa has even fewer visible remnants. This physical disconnection means the historic cores are not contiguous with the current city centers, creating fragmented land-use patterns.

Historic properties and remnants of the former communities deserve careful consideration. National Register listing alone does not impose federal restrictions on a private owner's actions, although federal involvement, local ordinances, deed restrictions, or other requirements may trigger review. Confirm a property's designation, boundaries, and applicable protections before advising an owner. Source: National Park Service, National Register of Historic Places, Frequently Asked Questions; see Appendix A.

There are infrastructure and access challenges in these areas as well. The historic city centers lack adequate room for the expansion of modern utilities, roads, and services aligned with modern cities. Extending water, sewer, roads, or other infrastructure to these disconnected areas is expensive and logistically difficult, especially given the lake shoreline, steep terrain, and flood risk. Recent local discussions on erosion and drainage issues from hillside construction near Old Kuttawa highlight ongoing infrastructure strains in these zones.

Portions of the historic communities lie near Lake Barkley and mapped flood-hazard areas. Flood risk, shoreline restrictions, and community NFIP status should be verified for each proposal. The dated FEMA status information cited earlier in this chapter is not a determination of current insurance or lending eligibility for a particular property.

The separation complicates unified growth strategies. Resources spent preserving or accessing the old sites (for heritage tourism or education) may compete with development priorities in the modern, relocated city centers. It also creates challenges for coordinated land-use planning between the two cities and Lyon County, as boundary and jurisdictional questions occasionally overlap with these historic areas.

Implications for the Comprehensive Plan

These factors do not completely block development, but they do push the plan toward cautious, context-sensitive approaches:

- Prioritizing adaptive reuse and low-impact heritage tourism rather than intensive residential or commercial projects in the old areas.
- Directing higher-density or large-scale growth to the modern city cores where infrastructure is already in place.
- Encouraging intergovernmental coordination (via the Joint Planning Commission) to manage any future access or preservation projects.
- Integrating historic preservation goals with flood-resilient design and sustainable land-use policies.

The disconnected nature of Old Eddyville and Old Kuttawa add layers of regulatory, financial, and logistical complexity that make large-scale future development in those specific locations difficult and often impractical. The Comprehensive Plan can acknowledge this reality while framing it as an opportunity to celebrate the area's unique lake heritage through targeted, compatible uses.

Boundary Issues

The cities of Eddyville and Kuttawa, located adjacent to one another along the shores of Lake Barkley in Lyon County, have experienced occasional boundary and annexation disputes over the years. These issues stem largely from the mid-20th century relocation of both communities due to the creation of Kentucky Lake and Lake Barkley, which reshaped local geography and municipal boundaries. Notable examples include a 1961 court case concerning annexation of intervening shoreline territory and a 2017 discussion regarding overlapping jurisdictional claims near Mineral Mound State Park. While such disputes highlight the complexities of growth and tax base management in a small, lake-oriented county, Eddyville and Kuttawa continue to collaborate through a Joint Planning Commission to promote coordinated development and regional planning across city and county boundaries. The PeADD produced an analysis of the Kuttawa corporate boundaries in 2011 and that report is housed on the PeADD website: https://storage.snappages.site/agtnxh8yn9/assets/files/KuttawaBoundaryAnalysis2011-04-18.pdf

Addressing Boundary Dispute Issues and the No-Action Alternative

The cities of Eddyville and Kuttawa can proactively address their long-standing boundary and annexation disputes through several practical, cooperative, and low-conflict strategies. The cities should investigate possible ways to reach an agreement between the two cities to clarify overlapping claim on the portion of Mineral Mound State Park that has generated confusion since the 1960s and resurfaced in 2017–2018. An agreement between the cities could potentially include mutual de-annexation of disputed parcels or defined jurisdictional boundaries for future development. The existing Eddyville-Kuttawa-Lyon County Joint Planning Commission provides an ideal forum to facilitate these discussions, commission a professional boundary survey, and update official city-limit maps filed with the state. Efforts to address this issue would reduce uncertainty for property owners and developers, streamline permitting, and support the goals of the Comprehensive Plan.

In a no-action alternative scenario, where the cities and county choose not to address the boundary issues in the Comprehensive Plan or through intergovernmental agreements, the overlapping claims and ambiguous jurisdiction would persist. This would likely result in ongoing uncertainty for landowners and businesses in the disputed area around Mineral Mound State Park, potential future litigation expense,

complications in tax collection and service provision, and increased risk for developers wary of unclear regulatory authority. The Mineral Mound State Park area is a recognized asset with vast potential for future development into a State Resort Park including lodging, restaurants, and other hospitality opportunities. As long as this issue persists, the long-term potential to expand the park property in an effort to draw more tourism economic development is hindered.

Flood Insurance Program Participation

FEMA's Kentucky Community Status Book dated July 25, 2025 identifies Eddyville and Kuttawa as nonparticipating communities. Because enrollment can change, local officials should obtain updated confirmation from FEMA and Kentucky's NFIP coordinator before relying on that status for a permit, insurance, lending, or assistance decision. This draft does not establish that either city previously participated or later withdrew; references to restoring or regaining participation should not be taken as a finding about that history. Source: FEMA, Kentucky Community Status Book, July 25, 2025; see Appendix A.

The plan recommends coordinated action to establish or maintain NFIP participation, communicate verified insurance information, and administer the floodplain requirements applicable to development. Direct growth away from high-risk areas where practical and evaluate flood-resilient design when development is otherwise appropriate. Program eligibility and available coverage must be confirmed with the responsible agencies and insurers; this plan does not promise an insurance price, a mortgage approval, or disaster assistance.

Zoning Ordinance/Maps

The existing zoning ordinances and official maps should be reviewed for consistency with current conditions, state law, and the direction of this Comprehensive Plan. This draft does not resolve differing adoption dates found in earlier working materials; certified city records control. The review should consider land use compatibility, housing choices, infrastructure, floodplain administration, and clear procedures for development decisions. Statutory changes, including the July 1, 2026 amendments to KRS 100.348, should be addressed independently of the plan's adoption schedule.

Updating the zoning ordinance and map offers significant benefits. A modernized zoning framework would provide clearer, more predictable guidance for future growth, better alignment with the goals and objectives of this Comprehensive Plan, improved protection of the communities' historic character and natural resources, and enhanced coordination between Eddyville, Kuttawa, and Lyon County. It would also enable the cities to more effectively manage flood-prone areas, support appropriate economic development and heritage tourism opportunities, reduce regulatory uncertainty, and strengthen public confidence in the local land-use decision-making process. Regular review and updating of the zoning ordinance is therefore essential to creating a more responsive, equitable, and forward-looking regulatory environment that supports sustainable development while preserving the unique lakefront heritage of the region.

Emerging Development Trends

Like many rural communities across Kentucky and the Tennessee Valley region, Lyon County is beginning to experience increased interest in emerging forms of development tied to energy production, digital infrastructure, and evolving industrial technologies. Changes in the national economy, growing energy demands, advances in artificial intelligence and cloud computing, and increased emphasis on renewable energy generation are creating new development pressures that differ substantially from traditional residential, commercial, agricultural, and industrial growth patterns historically seen within the county.

Utility-Scale Energy

Among the most significant of these emerging development types are utility-scale solar energy facilities and large data center campuses. These projects often require substantial acreage, extensive utility infrastructure, and long-term operational commitments that can have lasting impacts on land use patterns, infrastructure systems, environmental resources, and community character. Because Lyon County contains significant agricultural land, access to major transportation corridors, regional utility infrastructure, and proximity to water resources associated with Kentucky Lake and Lake Barkley, the county may become increasingly attractive for these types of developments in the future.

Utility-scale solar developments have expanded rapidly across portions of western Kentucky in recent years as energy providers and private developers seek large tracts of relatively flat, unconstrained land capable of supporting commercial-scale renewable energy generation. Unlike small residential or rooftop solar systems, utility-scale facilities operate as major energy production sites designed to distribute power directly into the regional electrical grid. These facilities frequently occupy several hundred acres and, in some cases, may extend across more than 1,000 acres depending on generating capacity and site configuration. A typical 100-megawatt solar facility may require between 600 and 1,000 acres of land area, in addition to space for substations, stormwater management facilities, internal service roads, battery storage infrastructure, maintenance areas, and perimeter security systems.

In Lyon County, the availability of open agricultural land and proximity to transmission infrastructure may increase the likelihood of future solar development interest. Access to high-voltage electrical infrastructure is one of the primary factors influencing site selection for utility-scale energy projects. Solar facilities often require direct connections to major transmission corridors or substations capable of accommodating substantial electrical generation loads. Depending on the scale of the project, additional substations, switching stations, or transmission upgrades may be necessary to support interconnection with the regional grid.

These projects may provide several potential benefits to the community. Long-term lease agreements can provide supplemental income opportunities for agricultural landowners, particularly in areas where traditional farming revenues fluctuate due to market conditions. Solar developments may also increase local property tax revenues and create temporary construction-related employment opportunities involving grading, electrical installation, utility work, transportation, and equipment operations. Because solar facilities generally generate limited daily traffic once operational, they may produce fewer ongoing transportation impacts than some forms of industrial development.

At the same time, the scale and visibility of these facilities can create concerns related to rural character, agricultural preservation, and environmental stewardship. In a county where scenic landscapes, open farmland, tourism, and recreational resources contribute significantly to community identity, residents may express concerns regarding the long-term conversion of agricultural land and the visual impacts associated with large solar arrays. The cumulative effect of multiple large-scale energy projects may gradually alter the rural landscape and development patterns that have historically defined the county.

Additional considerations may include stormwater runoff, erosion control, vegetation management, glare, and long-term site reclamation. Because these projects often involve large areas of land disturbance, careful attention must be given to drainage systems, soil stabilization, and protection of environmentally sensitive areas. Communities throughout Kentucky are increasingly evaluating decommissioning requirements to ensure solar facilities are properly removed and sites restored once projects reach the end of their operational lifespan, which may extend twenty-five to thirty-five years or longer.

Digital Infrastructure Development

Broadband Expansion

Broadband availability has become a critical factor influencing land use, economic competitiveness, and quality of life in Lyon County. Historically, portions of the county have experienced limited access to reliable high-speed internet due to its rural character and low population density. However, significant progress is being made through the ongoing fiber-optic expansion by Pennyrile Electric (PRECC) in partnership with EnergyNet, which is constructing a regional fiber-to-the-home network serving Lyon County and surrounding communities. This investment is extending high-speed broadband to rural homes, businesses, farms, and community facilities, creating new opportunities for growth in areas that were previously underserved.

Additional expansion is expected through Kentucky's Broadband Equity, Access, and Deployment (BEAD) Program, which will direct federal funding to unserved and underserved locations throughout the Commonwealth. Following the completion of statewide broadband mapping and the challenge process, remaining eligible locations in Lyon County will be targeted for future infrastructure investments. Together, the PRECC fiber buildout and BEAD funding represent a transformative investment in the county's digital infrastructure, helping to ensure that residents and businesses throughout Lyon County have access to reliable, high-speed internet regardless of location.

From a land use perspective, broadband infrastructure should be considered an essential utility alongside transportation, water, sewer, and electric service. Expanded broadband access supports residential development by making rural living more attractive to remote workers and families, while also increasing opportunities for home-based businesses, precision agriculture, tourism, and commercial investment. As Lyon County continues to grow, coordinating broadband expansion with future residential, commercial, industrial, and community facility development will help encourage balanced growth patterns, improve access to education, healthcare, and public services, and strengthen the county's long-term economic resilience and development potential.

Data Center Development

The rapid expansion of cloud computing, artificial intelligence systems, streaming platforms, e-commerce, and digital communications has fueled increasing demand for data centers and associated digital infrastructure. Data centers are highly specialized industrial facilities designed to house servers, telecommunications equipment, cloud storage systems, and advanced computing technologies that support modern digital services and information systems. While traditionally concentrated near large metropolitan areas, data center development is increasingly expanding into smaller and more rural communities with available land, utility capacity, and strategic infrastructure access.

The physical scale of modern data centers can vary significantly. Some facilities occupy relatively modest sites within existing industrial parks, while larger hyperscale campuses may encompass hundreds of acres and contain buildings totaling several million square feet. Individual structures often resemble large warehouse or logistics facilities in appearance, though their operational requirements differ considerably from traditional industrial uses. These facilities operate continuously and rely upon extensive electrical, telecommunications, cooling, and backup power infrastructure to maintain uninterrupted service.

The utility demands associated with data centers are among the most significant planning considerations for local governments and utility providers. Large facilities may require electrical loads comparable to major industrial operations or even small municipalities. Some hyperscale data centers consume hundreds of megawatts of electricity and require dedicated substations, redundant transmission lines, backup generators, and advanced electrical infrastructure to ensure system reliability. Access to reliable electric service is often the single most important factor in determining where these facilities locate.

In addition to electrical demand, data centers frequently require access to high-capacity fiber optic infrastructure and robust broadband connectivity. Some facilities also utilize substantial quantities of water for cooling operations depending on system design and technology. As a result, future data center

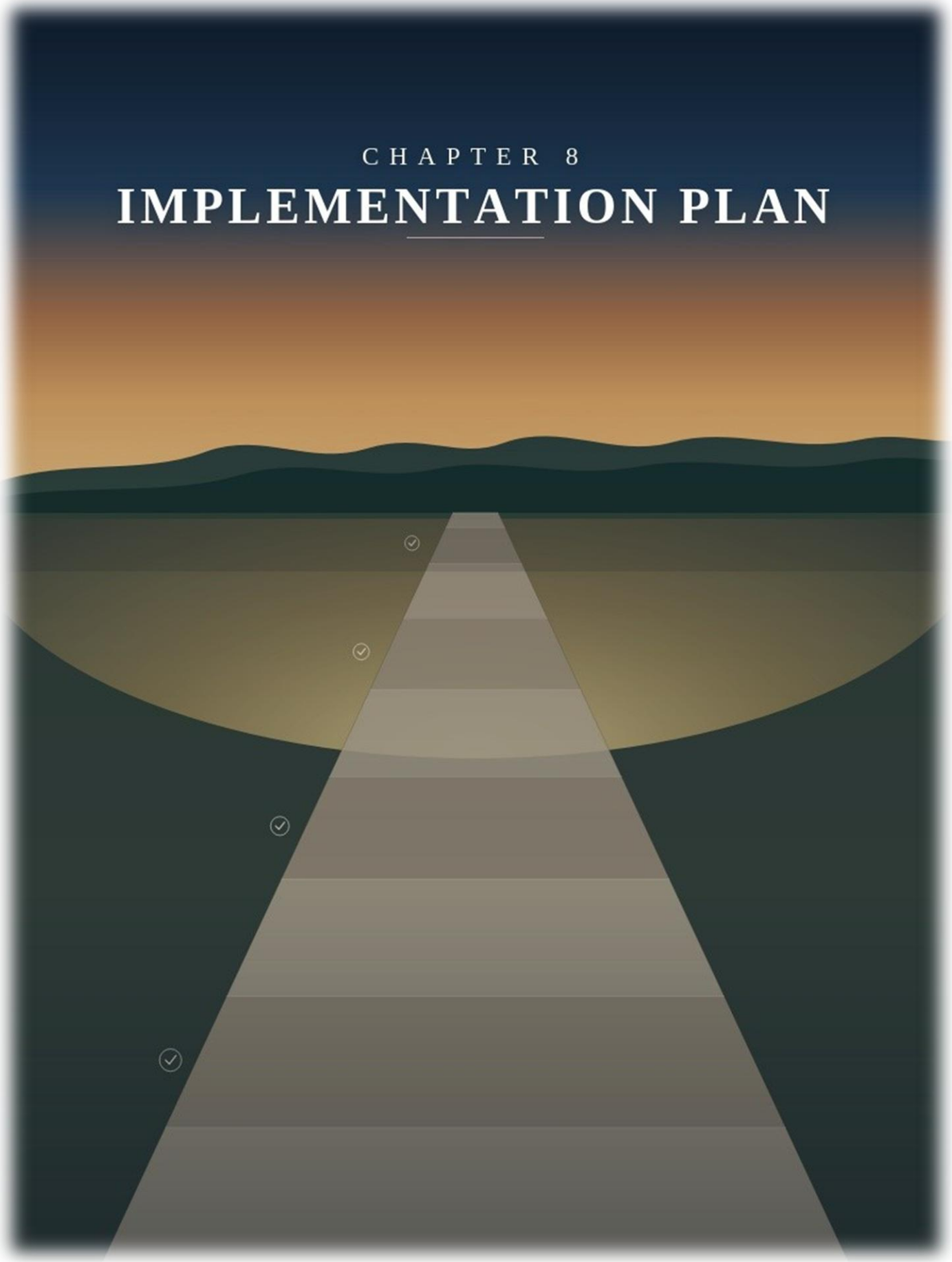
proposals may require careful coordination with electric providers, water systems, telecommunications companies, emergency service agencies, and regional infrastructure partners to evaluate long-term system capacity and infrastructure expansion needs.

From an economic development perspective, these facilities can represent significant private investment and may contribute to local tax revenues and infrastructure improvements. Construction activity associated with data centers often involves highly specialized engineering, utility, and construction services that may generate regional economic impacts. Expansion of broadband and utility infrastructure associated with these projects may also create secondary benefits for surrounding areas and future industrial recruitment efforts.

However, data centers may also present challenges related to infrastructure demands, utility consumption, land use compatibility, and limited long-term employment generation relative to their physical scale and investment cost. Noise associated with cooling equipment and backup generators, increased energy demand, and the need for substantial utility redundancy may require careful site design and buffering considerations, particularly near residential or recreational areas.

Lyon County supports economic development and private investment opportunities that contribute positively to the community; however, large-scale infrastructure and industrial developments should not create disproportionate burdens on local infrastructure, agricultural resources, environmental systems, or community character without corresponding long-term public benefit.

As Lyon County continues to plan for future growth and economic development opportunities, these emerging forms of development will likely require ongoing evaluation and proactive policy consideration. Balancing economic investment opportunities with preservation of agricultural resources, natural landscapes, recreational assets, and rural community character will remain an important component of future land use planning efforts. Thoughtful development standards and long-range planning policies can help ensure that future projects are compatible with the county's infrastructure capacity, environmental resources, and long-term vision for growth and development.



CHAPTER 8

IMPLEMENTATION PLAN

Implementation Strategies

The implementation strategies translate the Goals and Objectives of the Eddyville-Kuttawa-Lyon County Comprehensive Plan into specific, actionable steps. These strategies identify responsible parties, recommended timelines, and key tools to ensure the plan moves from policy to practice. Implementation will be led by the Eddyville-Kuttawa-Lyon County Joint Planning Commission in coordination with the city councils of Eddyville and Kuttawa, the Lyon County Fiscal Court, and other regional partners.

Physical Development

I. Infrastructure and Connectivity

- Coordinate development of a five-year Capital Improvements Program (CIP) among county and city leaders, prioritizing infrastructure needs and reviewing progress annually as part of local budgeting.
- Work with broadband providers and pursue available federal and state funding to expand reliable internet service in underserved areas, recognizing that coverage and project schedules depend on provider participation and available resources.
- The cities and the county should continue to partner with the KYTC and the Pennyrile Area Development District to ensure that transportation needs and projects are included in the Statewide Long Range Transportation Plan and the Enacted Highway Plan.
- Explore renewable energy incentives and feasibility studies for solar or hydroelectric projects at the Eddyville Riverport.

II. Agriculture and Natural Resources

- Investigate a county-wide right-to-farm ordinance and possible updates to the subdivision regulations to protect prime agricultural soils from premature conversion.
- Work through established partnerships with the Pennyrile Area Development District and the Kentucky Department of Agriculture to expand local farmers' markets and value-added processing facilities.
- Develop a voluntary conservation easement program in coordination with the Kentucky Heritage Land Conservation Fund to protect riparian buffers along Lake Barkley and its tributaries.

III. Long Range Land Development

- Begin reviewing subdivision regulations and zoning provisions after plan adoption, with an initial goal of identifying needed amendments within 18 months, subject to public review and local adoption procedures.
- Prepare and adopt a landscape ordinance and design standards for new development to enhance aesthetics, stormwater management, and compatibility with the county's rural character.
- Create development incentive packages for projects that include open space, trails, or community amenities.

IV. Housing

- Conduct a vacant-parcel inventory within city limits of Eddyville and Kuttawa and investigate the development of an infill housing incentive program within 24 months.
- Investigate and pursue adoption of a basic property maintenance code to preserve existing neighborhoods.

- Partner with the Kentucky Housing Corporation and local lenders to establish or expand first-time homebuyer assistance programs including credit education and homeowner education programming.

V. Utilities

- Encourage coordinated planning for water, wastewater, and electric service extensions when reviewing proposed industrial sites and major residential developments, consistent with applicable local regulations and utility-provider requirements.
- Work with electric utilities to incorporate smart-grid technology and improve outage response times through joint funding applications.

VI. Transportation

- Advance recommendations from the Safe Streets and Roads for All (SS4A) Safety Action Plan in phases, prioritizing feasible improvements and pursuing funding as opportunities become available.
- Develop a county-wide active transportation plan to expand sidewalks and multi-use paths connecting residential areas to Lake Barkley recreation sites.
- Pursue grant funding for infrastructure upgrades and highway projects through the SHIFT process.

Economic Prosperity

I. Economic Development

- Create an annual “Market Gap Analysis” using housing and demographic data to identify missing retail and service sectors.
- Promote the revolving loan fund program offered through the Pennyrile Area Development District for locally owned businesses.
- Launch a “Shop Local / Heritage Strong” marketing campaign highlighting the county’s history and lakefront assets.
- Continue to support and market the Eddyville Riverport and Industrial Park as a regional logistics hub.

II. Education and Workforce Development

- Formalize partnerships between local schools, Lyon County, and regional industries to expand career and technical education programs.
- Support the public library system in developing lifelong learning and digital literacy programs.
- Create a youth internship clearinghouse connecting high-school and college students with local employers.

Social Quality of Life

I. Population

- Prioritize diverse housing types through updated zoning and incentive programs.
- Implement the SS4A Safety Action Plan and active transportation improvements to enhance walkability and community safety.
- Expand recreational infrastructure, including trails and park facilities, to make the county more attractive to families and young professionals.

II. Community Physical and Mental Health

- Advocate for expanded healthcare services, including mobile clinics and telemedicine, through partnerships with regional health providers.
- Develop a community recreation facilities master plan that includes indoor options.
- Support local food banks and community gardens to address food insecurity.
- Collaborate with state and regional agencies to increase access to mental health and substance abuse prevention services.

Multiple Goal Implementation Actions

- Use the existing Joint Planning Commission, local governments, and Pennyrile Area Development District to coordinate implementation and review progress at least annually, with input from other partners as needed.
- Review zoning regulations and official maps, confirm city boundaries where questions remain, and work with state and federal partners to verify current National Flood Insurance Program (NFIP) status and evaluate appropriate steps for participation or compliance.
- Pursue grant funding and interlocal agreements to address historic preservation, flood risk, and infrastructure needs in the disconnected historic areas of Old Eddyville and Old Kuttawa.

Implementation Priorities and Annual Review

The following priorities are intended to guide coordination, budgeting, and grant development. Timelines are planning targets rather than guaranteed completion dates. The Joint Planning Commission and participating local governments should review progress annually and adjust priorities as funding, staffing, and community needs change.

Priority	Suggested lead / partners	Timing	Potential resources
Capital improvements and utilities	County and city governments; utility providers; Pennyrile ADD	Short term, then annual	Capital budgets, KIA, USDA Rural Development, applicable grants
Land use and development regulations	Joint Planning Commission; local legislative bodies	Short to medium term	Local budgets and planning assistance
Housing and neighborhood reinvestment	Local governments; housing partners; lenders	Medium term	Kentucky Housing Corporation and eligible housing programs
Transportation and pedestrian improvements	Local governments; KYTC; Pennyrile ADD	Ongoing, phased	KYTC programs, SS4A and other eligible transportation funds
Broadband and energy reliability	Service providers; local governments; regional partners	Ongoing	Provider investment and applicable state/federal programs
Economic development and workforce	Local governments; economic development partners; schools	Ongoing	Local, regional and eligible economic development programs
Flood risk and natural resources	Local governments; emergency management; state and federal partners	Short term review; ongoing actions	Hazard mitigation, conservation and other eligible programs
Recreation and community health	Local governments; parks and community partners	Medium term	LWCF, local budgets, eligible health/recreation programs

Suggested timing: short term means approximately 1 to 2 years; medium term means approximately 3 to 5 years; ongoing actions should be revisited each year. Funding sources listed above are potential options, not commitments or eligibility determinations.

APPENDICES

This public-review draft presents proposed planning policies and supporting information for comment. It is not an adopted zoning ordinance or a property-specific determination. Adopted records will be added to Appendix C after the required official actions.

APPENDIX A. REFERENCES AND SUPPORTING PLANS

The references below identify the sources used for this public-review edition and distinguish dated records, draft source materials, and current information portals. Map descriptions refer to the supplied exhibits. Project schedules, legal requirements, and participation status should be checked with the responsible agency before a property-specific decision.

U.S. Census Bureau. 2020-2024 ACS five-year estimates. DP02, DP03, DP04, DP05 and C24030. Geography and methods are explained in Chapter 2.
https://data.census.gov/

Kentucky State Data Center, University of Louisville. Kentucky Population and Household Projections 2025-2050, June 2026. County population series, Lyon County. Public copy of the KSDC report:
https://the-hendersonian.com/wp-content/uploads/2026/06/projection-report-2025-to-2050.pdf

Kentucky Housing Corporation. Kentucky Housing Supply Gap Analysis, including the 2024 analysis and 2029 projections.
https://kyhousing.org/page/housing-supply-gap

Pennyrile Area Development District. Comprehensive Economic Development Strategy: 2022 rewrite and annual updates, including 2025.
https://www.peadd.org/comprehensive-econ-dev-strategy-ceds

Pennyrile Area Development District. Regional Multi-Jurisdictional Natural Hazard Mitigation Plan. The program page links the available plan; the current approved plan and amendments govern grant applications.
https://www.peadd.org/hazard-mitigation

Pennyrile Area Development District. Safety Action Plan, final report linked under Studies, Plans & Other Links.
https://www.peadd.org/transportation-planning-links

Kentucky Transportation Cabinet. 2026 Enacted Highway Plan. Appendix B uses the supplied Lyon County worksheet; official amendments and current project records control subsequent decisions.
https://transportation.ky.gov/Program-Management/Pages/2026-Enacted-Highway-Plan.aspx

Kentucky Transportation Cabinet. 2024 Enacted Highway Plan, an earlier planning reference.
https://transportation.ky.gov/Program-Management/Pages/2024-Enacted-Highway-Plan.aspx

Kentucky Transportation Cabinet. Long-Range Statewide Transportation Plan and other transportation resources.
https://www.peadd.org/transportation-planning-links

Kentucky Transportation Cabinet. SHIFT 2026 District 1 report; KY-93/KY-3305 project reference.
https://transportation.ky.gov/Planning/SHIFT%20Library/SHIFT_2026_District_01_Report.pdf

Kentucky Transportation Cabinet. 641 Connect: Eddyville to Fredonia project information.
https://transportation.ky.gov/DistrictOne/Pages/US-641-Project.aspx

U.S. Army Corps of Engineers, Nashville District. Lake Barkley Shoreline Management Plan review materials, 2025. The linked announcement identifies the 2025 draft; final adoption of that revision is not assumed in this plan.
https://www.lrd.usace.army.mil/News/News-Releases/Display/Article/4130591/public-workshops-set-for-lake-barkley-shoreline-management-plan-update/

Lyon County Agricultural Development Council. County Comprehensive Plan Update, June 30, 2025.
https://www.kyagr.com/agpolicy/documents/ADF_Councils_Plans_LYON.pdf

FEMA. Kentucky Community Status Book, retrieved report dated July 25, 2025. This dated record does not certify participation status on publication day.
https://www.fema.gov/cis/KY.pdf

FEMA. Flood Map Service Center. Use effective panels, applicable changes and property-specific review.
https://msc.fema.gov/

National Flood Insurance Program. Eligibility and community participation.
https://www.floodsmart.gov/get-insured/eligibility

USDA Natural Resources Conservation Service. Web Soil Survey. Soil data support planning; some engineering applications require onsite investigation.
https://www.nrcs.usda.gov/resources/data-and-reports/web-soil-survey

Kentucky General Assembly. KRS Chapter 100, planning and zoning.
https://apps.legislature.ky.gov/LAW/STATUTES/chapter.aspx?id=37543

Kentucky General Assembly. KRS 100.348, manufactured-home compatibility standards, effective July 1, 2026; 2025 HB 160 / Acts Chapter 154.
https://apps.legislature.ky.gov/LAW/STATUTES/statute.aspx?id=56694

National Park Service. National Register of Historic Places, Frequently Asked Questions. National Register listing and local regulatory restrictions are distinct.
https://www.nps.gov/subjects/nationalregister/faqs.htm

Pennyrile Area Development District. Kuttawa corporate-boundary analysis, April 18, 2011. Historical analysis, not a current parcel survey or legal boundary determination.
https://storage.snappages.site/agtnxh8yn9/assets/files/KuttawaBoundaryAnalysis2011-04-18.pdf

Maps and local planning materials. PeADD soils, slopes, flood, existing/future land use, transportation, parks, public facilities, water and sewer exhibits supplied for this plan. Local zoning summaries rely on working planning materials; certified ordinances and state law govern.

APPENDIX B. SUPPORTING EXHIBITS AND MAPS

Transportation and land use maps appear in their respective chapters. For this public-review edition, the enacted highway projects are presented as the sourced inventory below rather than an unverified project-location map. The CHAF map in Chapter 5 shows a separate set of planning concepts and should not be interpreted as a map of enacted or funded projects.

2026 ENACTED HIGHWAY PLAN: LYON COUNTY PROJECT INVENTORY

The following 13 items are transcribed from the supplied Lyon County worksheet in the 2026 Enacted Highway Plan by PeADD County by SYP Item Number By Phase. Item numbers are reproduced as supplied. Inclusion does not establish completion, construction timing, or current funding availability. Review the official KYTC plan, subsequent addenda, and project records before making project-specific decisions.

Item number	Work category	Project description
7	WEIGH STA REHAB(P)	ADD RESTROOM FACILITY TO I-24 EASTBOUND & WESTBOUND WEIGH STATIONS IN LYON COUNTY (DESIGN FUNDS AUTHORIZED UNDER ITEM NO. 99-44.00)
187.5	RELOCATION(O)	RELOCATE US-641 FROM US-62 NEAR EDDYVILLE TO SOUTH OF THE LYON/CALDWELL COUNTY LINE (2020CCR) (2022CCR) (2024CCR) (2026CCR)
187.6	NEW ROUTE	RELOCATE US-641 FROM SOUTH OF THE LYON/CALDWELL COUNTY LINE TO FREDONIA, 4.5 MILES. (2020CCN) (2022CCR) (2024CCR)
10155	AM-BRIDGE (P)	BRIDGE PROJECT IN LYON COUNTY ON (072B00038N) KY-295 AT I 24 @ MP 40.720
10156	AM-BRIDGE (P)	BRIDGE PROJECT IN LYON COUNTY ON (072B00040N) GREGORY ROAD AT I-24 @ MP. 042.048
10157	AM-BRIDGE (P)	BRIDGE PROJECT IN LYON COUNTY ON (072B00046N) KY-6020 AT I-24 @ MP. 050.701
10158	AM-BRIDGE (P)	BRIDGE PROJECT IN LYON COUNTY ON (072B00047N) KY-903 AT I 24 @ MP. 51.718
10161	AM-BRIDGE (P)	BRIDGE PROJECT IN LYON COUNTY ON (072B00058N) KY-6020 AT I-24 @ MP. 050.701
10197	AM-BRIDGE (P)	ADDRESS DEFICIENCIES ON BRIDGE ON KY-819 OVER PANTHER CREEK (072B00031N)
22077	AM-PAVEMENT (INT)(P)	ADDRESS CONDITION OF I-069 FROM MILEPOINT 68.084 (68.116 NON-CARDINAL) TO MILEPOINT 71.818 (71.786 CARDINAL)
22078	AM-PAVEMENT (INT)(P)	ADDRESS CONDITION OF I-069 FROM MILEPOINT 71.786 (71.818 NON-CARDINAL) TO MILEPOINT 73.694
80312	SAFETY-RR SEPARATN(P)	ON US 62 WHERE THE P&L RAIL OVERPASS MEETS THE TWO (2) KY 810 INTERSECTIONS, RECONSTRUCT US 62/KY 810 (NORTH AND SOUTH) INTERSECTIONS WITH TURN LANES OR OTHER MEASURE TO IMPROVE LINE OF SIGHT AND SAFETY ISSUES. (2024CCN)
80419	CONGESTION MITIGTN(O)	Improve safety, mobility, and connectivity by addressing commercial traffic movements on US-62 from I-24 Exit 40 Interchange ramps to Days Inn Drive. (MP 6.5 - 7.1) (2026CCN)

Source: supplied 2026 Enacted Highway Plan Lyon County worksheet. Descriptions are preserved as provided; item prefixes, phases, amounts, locations and subsequent changes should be checked against current KYTC records.

APPENDIX C. ADOPTION ACTIONS

Following completion of the required adoption procedures, insert certified copies of the relevant Planning Commission action and local legislative actions in the sections below. These records are intentionally reserved and are not represented as adopted.

Joint Planning Commission action

Adopting resolution, ordinance, minutes, or certification to be inserted following official action.

Lyon County Fiscal Court action

Adopting resolution, ordinance, minutes, or certification to be inserted following official action.

City of Eddyville action

Adopting resolution, ordinance, minutes, or certification to be inserted following official action.

City of Kuttawa action

Adopting resolution, ordinance, minutes, or certification to be inserted following official action.