

VIII. TRANSPORTATION

A. Overview

The primary purpose of this Transportation chapter is to provide guidance to City staff and elected officials regarding the implementation of effective, integrated transportation facilities and programs through the 2040 planning timeframe. This chapter is consistent with regional requirements for transportation as captured in the Metropolitan Council's 2040 *Local Planning Handbook*.

This section is organized into the following sections:

- Existing Roadway Conditions
- Roadway System Plan
- Transit Plan
- Non-Motorized Transportation Plan
- Freight Plan
- Aviation Plan

B. Transportation Goals and Objectives

Goal: As new development or redevelopment occurs, provide an integrated, internally-connected, efficient street system connecting village and higher density neighborhoods to the Village Center.

Objectives:

- Discourage the creation of permanently long streets with only a single access point (i.e., dead-end streets, looping streets and elongated cul-de-sacs).
- Encourage design and land uses that support a range of transportation choices
- Guide future development to roadways capable of accommodating resulting traffic.
- Develop roadways and street systems with consideration for safety, speeds, congestion, impact and noise pollution

Goal: Establish context-sensitive roadway design standards that will protect the narrow and heavily wooded character of identified low-traffic roadways. (Please refer to further information on Context Sensitive Solutions in the Roadway System Plan portion of this Transportation section.)

Objectives:

- Protect scenic rural roads, viewpoints and vistas identified through the planning process from visually intrusive or incompatible development.

Goal: Maintain Scandia's system of local roadways that is well coordinated with MN DOT and Washington County Roadways.

Objectives:

- Develop a capital improvement program to ensure adequate funding for priority roadway concerns.
- Cooperate with County and State jurisdictions to keep through-traffic on arterials at minimum disruption of local circulation and residents.
- Through the subdivision review process for new developments, require that MN DOT and Washington County access management guidelines be met for roadways under the jurisdiction of those agencies, respectively.

Goal: Encourage the use of non-automotive modes of transportation.

Objectives:

- Use roadway design to establish bike and pedestrian friendly streets and compliment recreational trails.

Goal: Support the development of regional and local transit options.

Objectives:

- Support efforts to provide more efficient delivery of dial-a-ride services for Scandia residents, including but not limited to efforts to utilize the Village Center as a focus of service.

Goal: Preserve the safety of regional air traffic.

Objectives:

- Notify MN DOT Aeronautics of any structure of a height of 200 feet above the ground.
- Address federal and state safety standards when planning the design of any object related to or affecting navigable airspace.

C. Existing Roadway Conditions

1. Existing Traffic Volumes and Crash Data

The most basic characteristic of a given roadway is the volume of traffic that it carries. Existing traffic volumes on roadways within Scandia are presented on Figure VII-A. This is the most current MN DOT data.

A preliminary safety review of a roadway network includes a crash review. The most recent crash data for roadways in Scandia are also summarized on Figure VII-A. This shows all intersection crashes over the last five years of record, plus any crashes involving fatalities and/or incapacitating injuries regardless of location. Please note that system-wide crash data is not available beyond 2015. While it is beyond the scope of this 2040 Comprehensive Plan to provide a detailed safety analysis, the highest volumes of crashes are at the following intersections:

- TH 97/CSAH 15 (Manning Avenue N) – eight crashes
- TH 97/CSAH 3 (Olinda Trail) – seven crashes
- TH 97/TH 95 – seven crashes

This is not surprising, given that that these are the three intersections in Scandia involving two minor arterial roadways. In addition, there were two fatal crashes during this timeframe:

- 228th St east of County Road 91
- TH 95/220th Street

2. Jurisdictional Classification

Roadways are classified based on which level of government owns and has jurisdiction over them. In the case of Scandia, roadways are under the jurisdiction of MN DOT, Washington County, or the City of Scandia. Figure VII-B depicts the existing roadway jurisdictional classification system in Scandia.

3. Functional Classification

The functional classification system is a roadway network that distributes traffic from neighborhood streets to collector roadways, then to minor arterials, and ultimately the Metropolitan Highway System. Roads are placed into categories based on the degree to which they provide **access** to adjacent land uses and lower level roadways versus providing higher-speed **mobility** for “through” traffic. Functional classification is a cornerstone of transportation planning. Within this approach, roads are located and designed to perform their designated function.

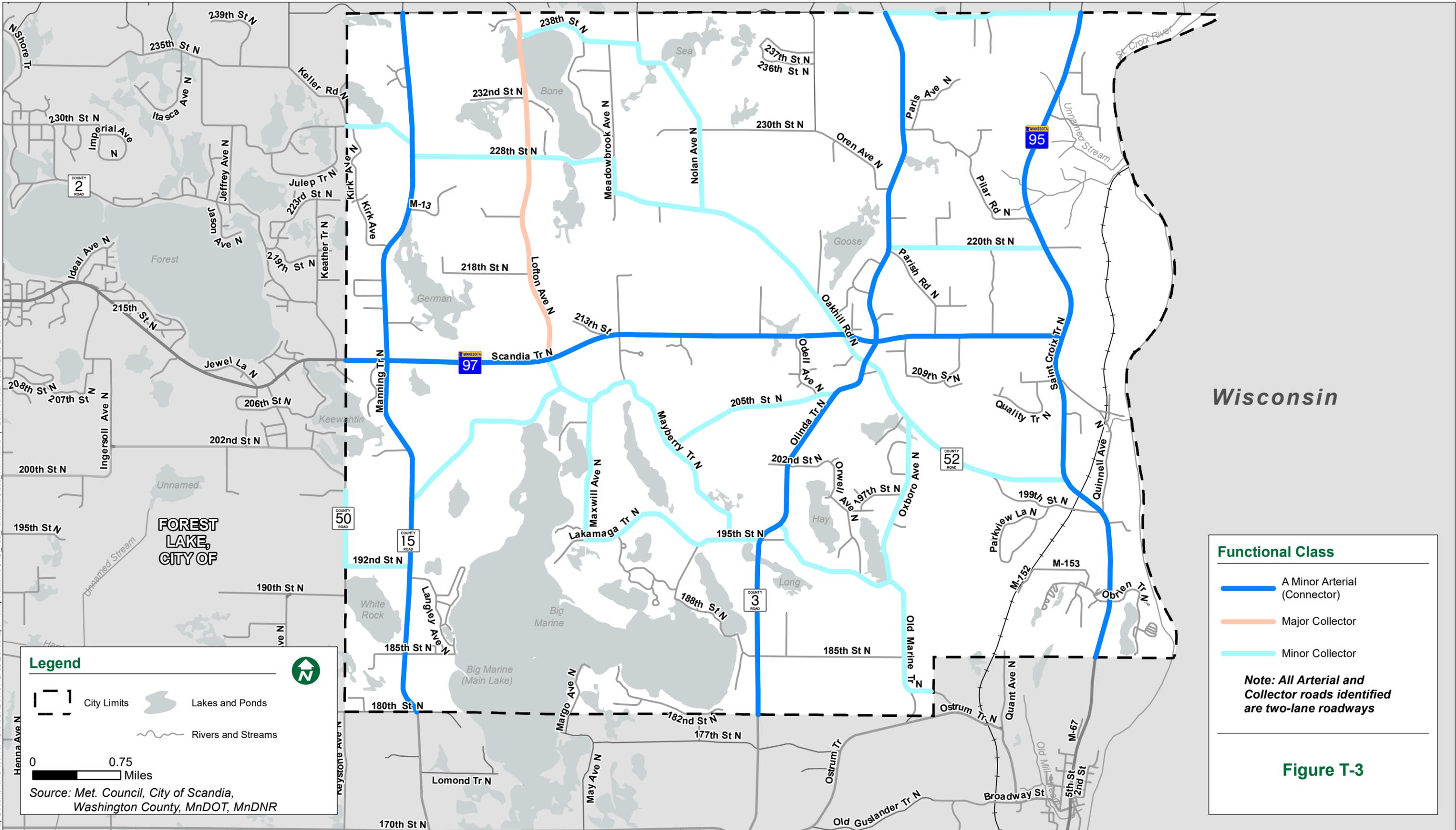
Within the seven-county metropolitan area, there are six overall classifications of roadway as defined by the Metropolitan Council:

- Principal arterial
- “A” minor arterial
- Other arterial
- Major collector
- Minor collector
- Local street

The Metropolitan Council has defined four sub-categories of “A” minor arterials: reliever, expander, connector, and augments. These sub-categories have to do primarily with Metropolitan Council’s allocation of federal funding roadway improvements, but do not translate into specific design characteristics or requirements.

For arterial roadways, the Metropolitan Council has designation authority. Local agencies may request that their roadways become arterials (or are downgraded from arterial to collector), but such designations or re-designations must be approved by the Metropolitan Council. The agency that has jurisdiction over a given roadway (e.g. Washington County or the City of Scandia) has the authority to designate collector status.

The current roadway functional classification map for Scandia as identified by the Metropolitan Council is presented on Figure VIII-C. A summary of Scandia roadways by functional classification follows.



Wisconsin

Legend

- City Limits
- Lakes and Ponds
- Rivers and Streams

0 0.75 Miles

Source: Met. Council, City of Scandia, Washington County, MnDOT, MnDNR

Functional Class

- A Minor Arterial (Connector)
- Major Collector
- Minor Collector

Note: All Arterial and Collector roads identified are two-lane roadways

Figure T-3

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Principal Arterials

Principal arterials are the highest roadway classification and make up the Metropolitan Highway System. The primary function of these roadways is to provide mobility for regional trips, and they do not provide a direct land access function. Principal arterials are generally constructed as limited access freeways but may also be multiple-lane divided highways. There are no principal arterials within the City of Scandia.

“A” Minor Arterials

These roads connect important locations within the City of Scandia with access points of the Metropolitan Highway System and with important locations outside the City. These arterials are also intended to carry short to medium trips that would otherwise use principal arterials. While “A” minor arterial roadways provide more access than principal arterials, their primary function is still to provide mobility rather than access to lower level roadways or adjacent land uses. The “A” minor arterial roadways within Scandia are identified in Table VIII-A, below:

Table VIII-A – “A” Minor Arterial Roadways			
Roadway	From	To	Number of Travel Lanes (Total)
TH 97/Scandia Trl N	West City Limit	TH 95	2
TH 95/St. Croix Trl N	South City Limit	North City Limit	2
CSAH 3/Olinda Trl N	South City Limit	North City Limit	2
CSAH 15/Manning Trl N	South City Limit	North City Limit	2

Other Arterials

Like “A” minor arterials, these roadways also serve more of a mobility function than access function. However, they may not have as much regional importance as “A” minor arterials and are not eligible for federal roadway improvement funding. There are no other arterials within the City of Scandia.

Major and Minor Collectors

Collector roadways provide a balance of the mobility and land-use access functions discussed above. They generally serve trips that are entirely within the City and connect neighborhoods and smaller commercial areas to the arterial network. Minor collectors generally are shorter in length, with lower volumes and lower speeds than major collectors. Current collector roadways are identified in Table VIII-B, below.

Table VIII-B – Major and Minor Collector Roadways

Roadway	From	To	Number Travel Lanes (total)
Major Collectors			
CR91 (Lofton Ave N)	TH 97	North City Limit	2
Minor Collectors			
CR 50 (192 nd St N)	West City Limit	CSAH 15	2
CR 52 (Oakhill Rd N)	TH 97	TH 95	2
220 th St N	CSAH 3	TH 95	2
Nolan Ave N/238 th St N	Oakhill Rd	CR 91	2
230 th St N	West City Limit	CSAH 15	
228 th St N/Meadow Brook Ave N/Oakhill Rd N	CSAH 15	TH 97	2
240 th St N	CSAH 3	TH 95	2
Oxboro Ave N	Old Marine Trl	CR 52	2
Old Marine Trl N	CSAH 3	South City Limit	2
205 th St N	Mayberry Trl	CSAH 3	2
Maxwill Ave N/Lakamaga Trl N/195 th St N	Mayberry Trl	CSAH 3	2
Mayberry Trl N	CSAH 15	Lofton Ave	2
Lofton Ave N/Mayberry Trl N	TH 97	195 th St	2

4. Summary of Relevant Transportation Studies

The only transportation corridor study involving roadways in Scandia since the 2030 Comprehensive Plan the *TH 97 Access Study*. MN DOT is currently leading this study with Washington County, the City of Forest Lake, and the Metropolitan Council as project partners. The study limits extend from TH 61 in Forest Lake to TH 15 (Manning Avenue) in Scandia. The primary measures under review include:

- Conversion of existing bypass lanes to dedicated turn lanes
- Dedicated left and right turn lanes
- Access closure/consolidation
- Roadway widening for continuous shoulder

The primary benefit resulting from the measures being studied would be an enhanced of safety conditions. It is estimated that the study will be completed at some point in 2018.

D. Roadway System Plan

1. Local Roadway Considerations

Local Roadway Extensions

Given the primarily low-density, rural nature of Scandia, the existing network of minor arterial and collector roadways should be sufficient. However, as the community experiences moderate growth, it will be important to identify potential new links. Land subdivision and site plan reviewers should ensure that these missing links between local roadway segments are eventually dedicated to form an interconnected rural street system.

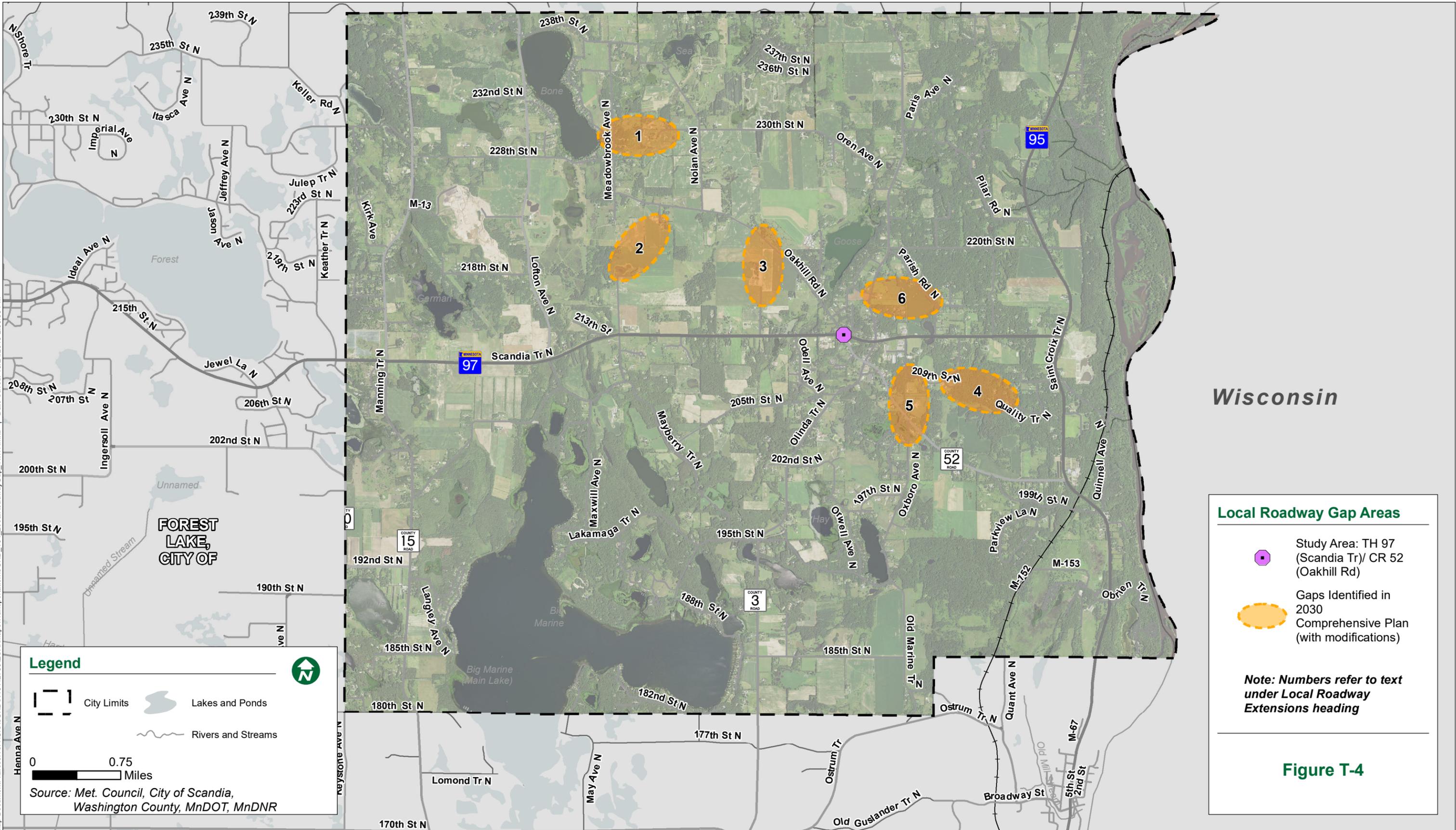
Factors to consider in identifying new roadway segments include the following:

- Existing gaps and continuity of roadway alignments

- Rural topography, wetlands, and other features
- Land use and zoning
- Market interest, parcel configuration, and anticipated build-out condition

Existing gaps in the local roadway network are identified on Figure VIII-D and include those identified below:

- Location 1 – 230th Street N, between Meadowbrook Avenue N and existing 230th Street N approximately 2,000 feet to the east.
- Location 2 – Meadowbrook Road N between Oakhill Road N and Meadowbrook Road N at the 218th Street N alignment, approximately ½ mile north of TH 97
- Location 3 – Novak Avenue N between current northerly terminus and Oakhill Road N approximately 2,000 feet to the north.
- Location 4 – 209th Street N from Penrose Avenue N to Quality Trail N (wetlands would likely preclude a direct connection to 209th Street west of TH 95).
- Location 5 – Between Ozark Avenue N at 209th St N and Oxboro Avenue N at Oakhill Road N (north-south continuous roadway)
- Location 6 – Between Olinda Lane N at Olinda Trail N and 215th Street N at Parrish Road N



Wisconsin

Local Roadway Gap Areas

- Study Area: TH 97 (Scandia Tr)/ CR 52 (Oakhill Rd)
- Gaps Identified in 2030 Comprehensive Plan (with modifications)

Note: Numbers refer to text under Local Roadway Extensions heading

Legend

- City Limits
- Lakes and Ponds
- Rivers and Streams

0 0.75 Miles

Source: Met. Council, City of Scandia, Washington County, MnDOT, MnDNR

Figure T-4

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A common problem in developing rural areas is how to address the development of local streets in the absence of a more detailed local street plan. The risks of a poorly planned and developed street system include landlocked parcels, increased needs for direct access onto arterial roads, parcels that require circuitous access, and/or parcels that have only one ingress/egress points (e.g. long dead-end streets). Like other communities, Scandia requires that subdivisions consider the interconnection of new local streets with future subdivisions and with applicable state and county access management guidelines.

One concern among communities is the creation of long dead-end streets that become de facto cul-de-sacs. While many communities identify maximum dead-end street length, Scandia currently does not. Scandia should consider including this type of requirement through ordinance restrictions.

Context Sensitive Solutions

Historically, roadway design was geared heavily towards providing large roads and systems that could move vehicles as quickly and efficiently as possible. More recently, however, this has changed and continues to change, based on the understanding that flexibility in roadway design is needed to limit impacts to the local environment wherever possible. “Environment” is not only used ecological sense, but the social and community character sense as well. This overall trend is captured in the term and design practice “Context Sensitive Solutions.” The Federal Highway Administration (FHWA) uses the following definition:

“Context sensitive solutions (CSS) is a collaborative, interdisciplinary approach that involves all stakeholders to develop a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic and environmental resources, while maintaining safety and mobility. CSS is an approach that considers the total context within which a transportation improvement project will exist.”

The FHWA references *A Guide to Best Practices for Achieving Context Sensitive Solutions* (National Cooperative Highway Research Program) as being an authoritative resource. Numerous other guidance documents are available.

As reflected in the City’s Transportation Goals at the beginning of this chapter, the City of Scandia embraces this concept, particularly as it pertains to maintaining the relatively narrow and wooded/natural context of many roadways within the City.

2. Trunk Highway 97 at County Road 52 (Oakhill Road N) Study Area

This intersection is a key Highway 97 crossing location for vehicles as well as pedestrians and bicyclists. It warrants safety study due to the following characteristics:

- Pronounced skew, combined with being on a curve
- Topography (rise/fall) affecting sight lines
- Proximity of adjacent access points (Oren Avenue N 390 feet to the east, private driveway 300 feet to the west)

Scandia Elementary School in the southwest quadrant of this intersection, Lilleskogen Park is in the southeast quadrant, and the intersection provides important access point into the Village Center. Development north of TH 97 in this general portion of Scandia would increase traffic coming down Oakhill Road N, adding to safety considerations.

For the reasons summarized above, the City of Scandia will work with MN DOT and Washington County to perform safety analysis as appropriate.

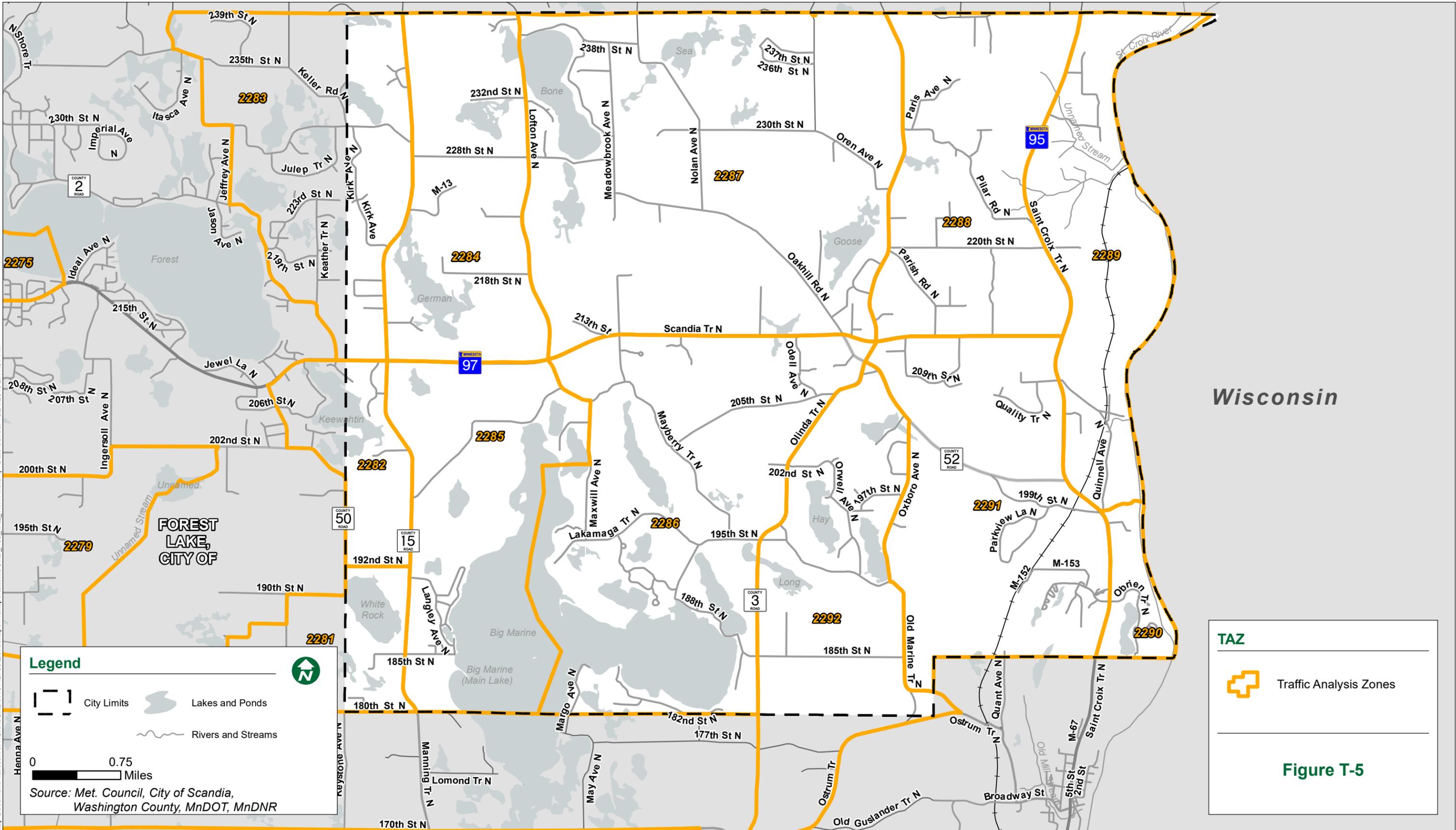
3. 2040 Traffic Projections and Capacity Deficiency Analysis

a) Assumed 2040 Collector/Arterial Roadway Network

Because no new collector/arterial roadways or expansions are programmed or planned over the 2040 timeframe, the assumed 2040 roadway network is the same as the current network for traffic forecasting purposes.

b) Assumed 2040 Land Use and Transportation Analysis Zone Information

Transportation Analysis Zones (TAZs) are used to project future traffic volumes. Each TAZ has demographic and employment information that translates to vehicular trip origins and destinations. A map of Scandia TAZs is provided in Figure VIII-E. The anticipated future land use patterns discussed in the Land Use chapter of this Comprehensive Plan were assumed for the 2040 TAZ allocations identified in Table VIII-C, below.



Wisconsin

Figure T-5

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Table VIII-C – 2040 Scandia TAZ Data

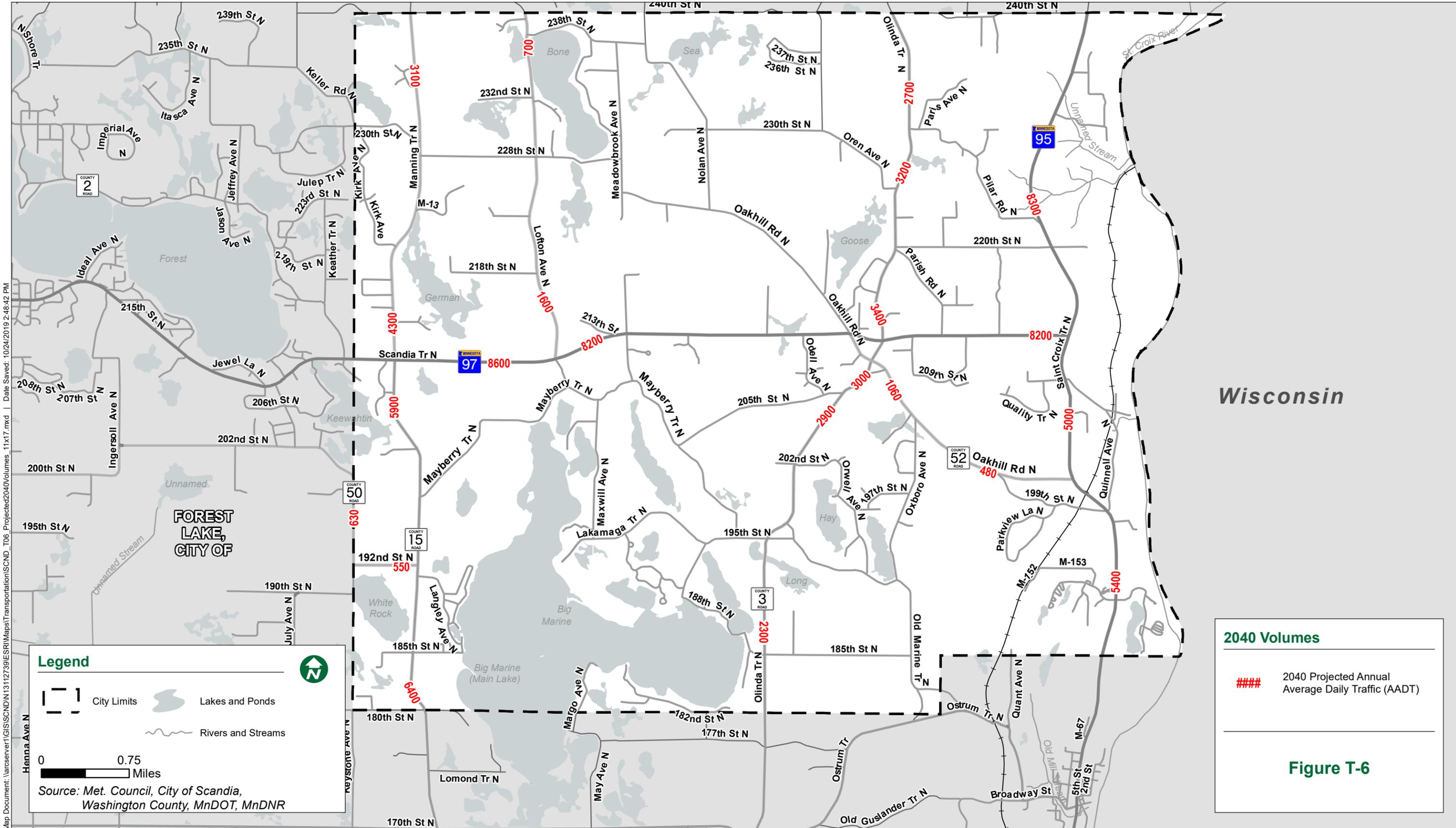
TAZ	Year	Population	Households	Retail Jobs	Non-Retail Jobs	Total Jobs
2281*	2020	94	38	0	14	14
	2030	110	49	0	14	14
	2040	130	55	0	14	14
2282*	2020	113	48	0	0	0
	2030	113	48	0	0	0
	2040	113	48	0	0	0
2283*	2020	310	130	0	0	0
	2030	323	137	0	0	0
	2040	339	144	0	0	0
2284	2020	220	80	0	12	12
	2030	235	90	0	23	23
	2040	250	100	10	25	35
2285	2020	450	180	10	22	32
	2030	470	196	10	30	40
	2040	490	210	10	30	40
2286	2020	710	280	10	65	75
	2030	770	310	10	77	87
	2040	801	340	10	79	89
2287	2020	910	356	30	90	120
	2030	1,006	413	30	93	123
	2040	1,081	460	30	95	127
2288	2020	510	198	10	42	52
	2030	550	230	13	50	63
	2040	581	250	15	50	65
2289	2020	190	80	0	20	20
	2030	220	90	0	20	20
	2040	241	99	10	20	30
2290	2020	0	0	0	20	20
	2030	10	0	10	20	30
	2040	21	9	10	20	30
2291	2020	400	160	50	170	220
	2030	430	180	55	180	235
	2040	461	199	60	185	245
2292*	2020	353	150	5	50	55
	2030	393	167	5	50	55
	2040	442	186	8	50	55
TOTALS	2020	4,260	1,700	115	505	620
	2030	4,630	1,910	133	557	690
	2040	4,950	2,100	163	568	730

**Please note: the information for these TAZs is only for the portion of the TAZ within Scandia.*

c) 2040 Traffic Projections

Estimated 2040 traffic volumes for roadways in Forest Lake are presented in Figure VIII-F. These projections are based on the following methodology:

- Review of forecasts from the 2030 Scandia Comprehensive Plan
- Historic trend analysis for volumes on individual roadway segments
- Consideration of local context and anticipated development patterns
- Comparison with the results of Washington County's 2040 forecasts



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Legend

- City Limits
- Lakes and Ponds
- Rivers and Streams

0 0.75 Miles

Source: Met. Council, City of Scandia, Washington County, MnDOT, MnDNR

2040 Volumes

2040 Projected Annual Average Daily Traffic (AADT)

Figure T-6

d) Future Capacity Needs Evaluation

A planning level analysis of potential roadway capacity needs was performed, based on comparing the projected 2040 traffic volumes referenced above against the expected traffic capacity for the applicable roadway types that are present in Scandia. The roadway capacity levels were estimated based on *Highway Capacity Manual* (HCM) guidance and methods. The HCM, published by the Transportation Research Board,² provides transportation practitioners and researchers with a consistent and widely accepted system of techniques for assessing roadway capacity and operational performance characteristics.

Table VIII-D – Typical Traffic Capacity by Roadway Type/Configuration – Roadways in Scandia	
Roadway Design	Planning Level Capacity (vehicles per day)
2-lane local/residential road	1,000
Rural 2-lane minor collector	7,700
Rural 2-lane highway (major collector/minor arterial)	13,000

Source: Bolton & Menk, Inc., Sixth Edition HCM methods

The resulting analysis shows that none of the roadways within Scandia are projected to be at or approaching capacity by 2040. Therefore, no capacity expansion projects are identified in this transportation plan.

4. Future Functional Classification

Re-designations of roadways involving the A-minor arterial functional classification (e.g. from collector to arterial, from arterial to collector, or changing designations within arterial) is under the authority of the Metropolitan Council. For collector roadways, the functional class designation is under the authority of the agency that owns the given road.

The City of Scandia does not feel that any roadways within its borders need to be re-classified from a functional classification perspective. The City is not aware that MN DOT or Washington County wish to advance any such re-classifications. Therefore, Figure VIII-C is the functional classification map for current and 2040 conditions.

5. Future Jurisdictional Classification

The City of Scandia does not anticipate a request for jurisdictional transfers regarding roadways within its borders through the 2040 timeframe. Moreover, the City is not aware that Washington County or MN DOT desire any such transfers. Therefore, Figure VIII-B identifies both current and future jurisdictional classification information.

6. Access Management

Access management refers to balancing the need for connections to local land uses (access) with the need for network-level movement (mobility) on the overall roadway system. By functional classification, this may be summarized as follows:

² The Transportation Research Board is a unit of the National Academy of Sciences, Engineering and Medicine.

- Arterials generally have limited access in the form of driveways and low volume side streets because their role in the network is to support relatively long, high speed traffic movements
- Collectors allow a greater degree of access given their combined mobility/access function
- Local streets have relatively few limits on access because their primary function is to provide access to adjacent land uses

Appropriate access control preserves the capacity on arterial and collector streets and improves safety by separating local turning movements from higher-speed “through” traffic. Moreover, it concentrates higher volume traffic linkages at intersections controlled with traffic signals, roundabouts, or other measures.

MN DOT and Washington County Roadways in Scandia are identified on Figure VIII-B. For MN DOT roadways, MN DOT access management guidelines apply. Similarly, for County roadways, Washington County’s access management guidelines apply. MN DOT’s access management guidelines are described in detail in their Access Management Manual.³ When reviewing MN DOT’s access guidelines, TH 97 in Scandia is classified as 5B (minor arterial, urban/urbanizing), and TH 95 is classified as 5A (minor arterial, rural). Relevant MN DOT and Washington County guidelines, respectively, are provided in Appendix E.

Land use planning and subdivision regulation are the responsibility of the City. In conjunction with local land planning, Scandia will require that new land development complies with MN DOT and County access management guidelines as applicable. The City will work with MN DOT and Washington County to consolidate driveway and street access to collector and arterial roadways where applicable and feasible.

7. Future Right-of-Way Preservation

The City has not defined specific corridors for roadway development where right-of-way can be defined and preserved at this point.

E. Transit Plan

1. Transit Market Area

The Metropolitan Council has defined Transit Market Areas based on the following primary factors:

- Density of population and jobs
- Interconnectedness of the local street system
- Number of autos owned by residents

In general, areas with high density of population and jobs, highly interconnected local streets, and relatively low auto ownership rates will have the greatest demand for transit services and facilities. Transit Market Areas are a tool used to guide transit planning decisions. They help ensure that the types and levels of transit service provided, in particular fixed-route bus service, match the anticipated demand for a given community or area.

³ <http://www.dot.state.mn.us/accessmanagement/resources.html>

Based on this analysis, the Metropolitan Council categorizes the City of Scandia as Transit Market Area V. As identified in Appendix G of the Metropolitan Council's 2040 Transportation Policy Plan (TPP), the characteristics of this category area are as follows:

Transit Market Area V has very low population and employment densities and tends to be primarily Rural communities and Agricultural uses. General public dial-a-ride service may be appropriate here, but due to the very low-intensity land uses these areas are not well-suited for fixed-route transit service.

Also, from Appendix G of the 2040 TPP (Table G-2), the typical transit service within this Market Area consists of:

Not well-suited for fixed-route service. Primary emphasis is on general public dial-a-ride services.

2. Current and Planned Service Facilities

a) Scheduled Transit Service

Consistent with the Metropolitan Council classifying Scandia as Transit Area V, there is no scheduled transit service serving Scandia due to lack of demand. This includes no service or facilities in the following categories:

- Scheduled local bus service
- High-frequency routes
- Peak hour commuter bus service
- Rapid Bus Service
- Light Rail Transit (LRT) or Bus Rapid Transit (BRT)
- Transit facilities
- Transit advantages

The City of Scandia is not aware of any planned scheduled transit service within the City.

b) Dial-a-Ride Service

- Demand responsive transit service for all communities in Washington County is provided by Metropolitan Council Metropolitan Transportation Services (MTS) and consists of complementary services that are compliant with Americans with Disabilities Act (ADA), as well as general public dial-a-ride services. Transit Link is the Twin Cities dial-a-ride minibus or van service for the general public where regular route service is not available. Fares are based on time of day and distance traveled.

These services are anticipated to continue in their current form into the foreseeable future.

F. Non-Motorized Transportation Plan

Existing and planned non-motorized transportation features in Scandia are discussed and mapped in the Parks and Trails element of this 2040 Comprehensive Plan.

Metropolitan Council has designated the Regional Bicycle Transportation Network (RBTN). This consists of prioritized alignments and corridors (where alignments have not yet been established) that were adopted in the Council's 2040 Transportation Policy Plan. There are no

RBTN alignments or corridors within or close to Scandia.

The largely rural nature of Scandia is not conducive to extensive pedestrian travel. The most significant barrier to non-motorized movement would be TH 97, an east-west highway that passes through central portion of Scandia and the northern portion of the Village Center area. There is currently an all-way stop at the TH 97/Olinda Trail intersection that provides protection for pedestrians using the sidewalk along Olinda Trail. Any future north-south trail development would require appropriate crossing treatments at TH 97. Any safety study of the TH 97 County Road 52 (Oakhill Road N) intersection as referenced above will include a non-motorized transportation component.

G. Freight Plan

One railroad passes through the eastern fringes of Scandia from south to north. The railroad tracks are owned by the Canadian National Railway and approximately two trains per week utilize the railroad tracks, based on MN DOT information. There are no manufacturing or distribution centers in Scandia. Freight movement is not a major factor for the City. Existing HCAADT information is depicted in Figure VIII-A.

H. Aviation Plan

There are no aviation facilities or navigational aids located in Scandia. At present, the only suggested air facilities considered in Scandia would be a seaplane base on Big Marine Lake. The city is not in an influence area of a regional airport. The closest public-use airport to Scandia is the Osceola Municipal Airport (FAA Identifier OEO) located approximately 2.5 miles to the east-northeast. OEO is categorized as a Medium General Aviation Airport in Wisconsin's 2030 State Airport System Plan. As such, it is primarily used for recreational flying with some business use and is not anticipated to increase operations significantly over the next 20 years. Scandia is outside all federal airspace restrictions and state zoning controls for OEO. Scandia is not in a primary flight path of OEO.

There are no structures within Scandia that exceed 500 feet in height. Any applicant who proposes to construct a structure 200 feet above the ground that could affect navigable airspace level must get appropriate approvals. The Federal Aviation Administration and the Minnesota Department of Transportation must be notified at least 30 days in advance in advance of construction, as required by law per MCAR 8800.1200, Subpart 3 and FAA Form 7460-8. It is unlikely such a structure would be proposed in Scandia.