



Onshore Wind Aviation and Defence Management Board - Terms of Reference, September 2025

Authority

The Onshore Wind Aviation and Defence Management Board (hereafter referred to as 'The Board' or 'ADMB') is run by the Department for Energy Security and Net Zero (DESNZ) and reports directly to the Parliamentary Under-Secretary of State for Energy Security and Net Zero via the Onshore Wind Council (ONWC). The Secretariat will formally report progress to ONWC prior to every ONWC meeting.

Purpose

The Board aims to enable the successful commissioning of the onshore wind project pipeline in areas where there are potential or existing issues with civil aviation and defence communications, navigations and surveillance infrastructure and airspace management procedures. To deliver this, it identifies and supports the implementation of policy solutions to mitigate the adverse effects of turbine infrastructure on civil aviation and defence systems which result from the deployment and operation of onshore wind projects. The Board has direct responsibility for the delivery of actions committed to in the Aviation and Defence Chapter of the Onshore Wind Taskforce Strategy.

Scope

The Board considers the impacts that turbines can have on civil aviation and defence systems for terrestrial deployment only (onshore wind). These are considered to constitute impacts on:

- Air Traffic Control RADAR systems (civil airport/aerodrome, Ministry of Defence, and NATS (En-Route))
- Air Defence RADAR systems
- Ministry of Defence low and/or night flying areas
- Instrument Flight Procedures
- Aviation Lighting Requirements and Systems
- Seismological Monitoring Systems (Eskdalemuir)

N.B. other impacts may be added as identified.

The Board will primarily consider issues affecting the onshore wind pipeline in Great Britain. However, insofar as airspace management is UK-wide, the Board will be required to consider the impacts of the policies being implemented on deployment of the onshore wind pipeline in Northern Ireland as well.

The Board will not consider issues related to individual wind farm projects other than as far as they relate to wider strategic application.

Functions

To articulate issues associated with the interactions of onshore wind developments and civil aviation and defence infrastructure.

To identify and then drive the delivery of policy solutions, monitor progress, and collaboratively tackle key implementation challenges, while ensuring the safety and security of civilian and military airspace.

This includes, but is not limited to:

- Drive the delivery of government and industry commitments set out in the Aviation and Defence Chapter of the Onshore Wind Taskforce Strategy. See **Annex A** for a full list of commitments.
 - The Board is required to submit a formal progress report to the Onshore Wind Council prior to every ONWC meeting.
 - MoD is requested to provide workstream updates to the Board covering commitments for which they are responsible for, which comprise of I) programme of trials to test solutions to Air Traffic Control radar interference; and II) implementation of new budget management policy at Eskdalemuir Seismic Array. However, it should be noted that each of these commitments are project managed under separate governance arrangements. As such, some functions of the ADMB will be disapplied to avoid duplication. See **Annex B** for further details on how the ADMB fits into wider governance structures.
- When overseeing the delivery of identified work programmes, act as steering group and provide project management support as appropriate.
- Identify, monitor and escalate risks and issues to the delivery of agreed work programmes as appropriate.
- Keep ahead of and respond to emerging threats, solutions and opportunities, realigning priorities and action as needed. Where potential new work programmes are identified, the Board will consider representations to adopt oversight of these programmes and agree to allocate resources to delivery where necessary.
- Advocate for and encourage the prioritisation of solutions to wind turbine interference with civil aviation and defence infrastructure.
- Collect, analyse and disseminate data that quantify and qualify the impacts of onshore wind turbine interference with civil aviation and defence infrastructure.

Aviation and Investment Fund Company Limited (AIFCL)

- The AIFCL is the wind industry body that collects and disseminates funding to enable supporting initiatives and solutions to the issue of onshore wind turbine interference with civil aviation and defence infrastructure.
- The ADMB will receive, review and present a formal recommendation to AIFCL for business cases where they relate to the deployment of onshore wind. The AIFCL Board will then review and determine whether to approve the release of funds. The AIFCL Board shall articulate in all cases the reasons for the AIFCL Boards decision. The ADMB will consider whether to recommend business cases based on the following criteria:
 - Relevance to and alignment with the purpose and scope of the Board as detailed in this Terms of Reference, particularly in relation to the Onshore Wind Taskforce Strategy
 - To what extent the work programme has wider strategic application beyond the immediate issue identified
 - Value for money, determined on the basis of the number of projects and cumulative combined generating capacity that is deemed to benefit from identified programme of work
 - Commitment from and confidence in relevant parties to be able to provide the outputs paid for
- Business case templates can be found on the following webpage: [Aviation Investment Fund Company Limited](#).

Principles guiding the work of the ADMB

- Achieving Clean Power by 2030, compliance with Carbon Budget 6 and continued progress to Net Zero requires a radical and sustained growth in onshore wind.
- The time and cost associated with the resolution of planning objections to onshore wind projects on the basis of turbine interference with aviation and defence infrastructure constitutes a key risk to the Government's ambitions to deploy more, low-cost onshore wind, and to energy security more broadly.
- Failure to deliver on identified civil aviation and defence work programmes will therefore result in Government missing its targets and as such the work of the ADMB is deemed to be mission critical. If resource limitations are identified which impact the delivery of the commitments set out in the Onshore Wind Taskforce Strategy related to Aviation and Defence, this risk must be raised to the ONWC as a matter of importance. This includes, but not limited to, the magnitude of existing AIFCL Funds.
- Onshore wind turbines are now part of the built environmental baseline against which new surveillance systems should be procured and airspace management changes considered.
- Evidence used to demonstrate the impacts of onshore wind turbine interference on aviation and defence infrastructure (and vice versa) used to inform board decision-making, must be subject to methodological and scientific rigor, and must be brought to the attention of the Board for their acknowledgement and consideration.
- Impacts of onshore wind infrastructure on communications, navigation or surveillance infrastructure (cumulative or otherwise) that increase the threat to loss of life or degrade national security are unacceptable.
- Long-term solutions should aim to be fair and equitable for all parties, with particular attention given to costs borne by the billpayer.

Conduct and Frequency of Meetings

The Board will aim to convene a minimum of three times a year, at a time set by the Secretariat and agreed by Board members. Meetings may occur more or less frequently, depending on reporting requirements or commissions as determined by the ONWC. Meetings will be scheduled approximately one month prior to ONWC meetings, to allow updates from action owners to inform reporting. Board Meetings will take place in DESNZ offices, with the option to attend via Microsoft Teams.

Action owners of commitments set out in the Aviation and Defence Chapter of the Onshore Wind Taskforce Strategy will be required to regularly report to the Board in order to monitor progress on actions.

The Secretariat will issue Board papers at least 5 working days before the date of each meeting. The Minutes and Actions of each Board meeting will be circulated by the Secretariat within 5 working days following the meeting.

At each meeting, agreement for the Minutes from the previous meeting, compiled by the Secretariat, will be confirmed by Board members or any disagreements flagged. The Board will also hear updates to and review the actions log, considering whether and what additional support is required in relation to uncompleted actions. Key climate and transport policy updates will be heard from the Chair before non-standing agenda items are heard.

Membership

The Board is comprised of representatives from UK government departments and offices, arms-length bodies, representatives of the UK onshore wind industry, aviation stakeholders, and qualified subject matter experts. Organisations who are represented on the Board are

listed below. Organisations nominate one standing representative at senior level (Civil Service Grade SCS1, Deputy Director or equivalent) to attend each meeting. Where this is not possible a deputy (at Civil Service Grade 6 or equivalent) can be nominated as required. If needed, organisations may bring an additional representative to support on a particular agenda item. Attendance of additional staff must be agreed with the Secretariat prior to each meeting.

The Secretariat are members from the DESNZ Onshore Wind Team. Their role is to ensure the Board functions smoothly and act as the main contact for Board members on Board activity outside of the regular programme of meetings. This includes ensuring that minutes and papers are circulated according to agreed timetables and that actions resulting from Board meetings are allocated and completed.

The Chair of the Board is the Deputy Director for Renewables Strategy in the Renewable Electricity Directorate in DESNZ. In their absence the Chair will nominate a DESNZ representative to deputise in their place.

Government Departments:

- **The Department for Energy Security and Net Zero (DESNZ)** - The Government lead on UK wind policy, Clean Power by 2030 and Net Zero by 2050, and Industrial Strategy. This includes representatives from:
 - I) Onshore Wind Policy Team
 - II) Clean Power Unit
- **The Ministry of Defence (MoD)** - A key aviation stakeholder working to preserve the integrity of the Recognised Air Picture and optimise aviation safety as a key UK Air Navigation Service Provider.
- **The Department for Transport (DfT)** - The Government lead on UK Aviation Policy.
- **Scottish Government** – Policy owner for wind policy in Scotland.
- **Welsh Government** – Policy owner for wind policy in Wales.
- **Northern Irish Executive** – Policy owner for wind policy in Northern Ireland.

Representatives of the wind industry:

- **RenewableUK (RUK)** - Trade association representing the onshore wind industry.
- **Onward 2030** – A onshore wind sector forum, run by RenewableUK (RUK). It was convened at the request of the Aviation Management Board to bring together representatives from prominent onshore wind developers with knowledge and expertise of onshore wind and aviation industry interactions. Onward 2030 both delivers and acts as a resource for ADMB onshore wind work programmes.
- **The Aviation Investment Fund Company Limited (AIFCL)**, which is a wind industry funding body, formed in 2009, to release funds to enable solutions that support onshore wind development

Representatives of UK aviation and airspace use:

- **NATS** - The main air navigation service provider in the United Kingdom. It provides en-route air traffic control services to flights within the UK Regions and provides air traffic control services to a number of UK airports.
- **Civil Aviation Authority (CAA)** - The UK's aviation regulator.
- **Airports UK** – The trade association representing the interests of UK airports. Members include over 50 airports and nearly 100 Associate Members.

Annex A – Taskforce Strategy Commitments

The board will drive the delivery of government and industry commitments set out in the Aviation and Defence Chapter of the Onshore Wind Taskforce Strategy.¹ Relevant commitments are set out below.

ACTION 22: Commission an annual survey of onshore wind impacts on aviation and defence infrastructure
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Better data is needed on the volume of the onshore wind pipeline that is or will be subject to planning objections in relation to aviation and defence, and that qualifies the type, cost, or timelines associated with discharging subsequent planning conditions. To address this, we will commission an annual survey to collect data on aviation and defence objections to onshore wind planning applications, including costs of mitigation solutions.

Action owner: DESNZ

Delivery timeline: Spring 2026

ACTION 23: Develop best practice guidance on use of non-disclosure agreements (NDAs) when resolving aviation objections
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The wide-spread use of Non-Disclosure Agreements (NDAs) in Radar Mitigation Scheme Agreements (RMSAs) limits understanding on: what ground a project has been objected to; why some mitigations are requested over others; and whether the subsequent payments developers are required to make to ANSPs are reflective of the true costs incurred. This can impact the ability of ANSPs and developers to identify and implement suitable mitigations in a timely and cost-effective manner, with risks that the deployment of onshore wind is delayed and cost inefficiencies are borne by the consumer. To address this, we will develop best practice guidance to set out clear expectations for both ANSPs and developers on when and how NDAs should be used when mitigating aviation objections through RMSAs.
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Action owner: Civil Aviation Authority (CAA) with support from DfT and DESNZ
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Delivery timeline: Autumn 2025

ACTION 24: Co-ordinate a developer-funded programme of trials to test a range of potential solutions to onshore wind turbine interference with MoD air traffic control radars
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The co-existence of onshore wind farms and military Air Traffic Control (ATC) Primary Surveillance Radars (PSR) poses a significant challenge due to the lack of mitigation solutions. To overcome this, we must establish a collaborative approach between the government and industry, working together to define the process and find a solution.
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Government will therefore create an MOD-led Military Aerodrome ATC Joint Task Force, funded by the Wind Industry. This approach mirrors the approach taken as part of the NJORD programme. The primary objective of this task force will be to assess all onshore wind farms in the pipeline that may impact MOD ATC PSRs and conduct trials to determine the effectiveness of potential technical mitigation solutions. This is subject to funding being agreed.

Action owner: MoD with DESNZ support

Delivery timeline: Ongoing

¹ HM Government, [Onshore Wind Taskforce Strategy](#), 2025.

ACTION 25: Introduce a developer-funded, full-time post in the MoD with responsibility for leading on strategic solutions to onshore wind turbine interference with air traffic control radar
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To lead the delivery of MoD ATC trials (see action 24, above), the Government will provide extra-resource to the programme with support from the Aviation Investment Fund Company Limited. This is subject to funding being agreed.

Action owner: MoD and the Aviation Investment Fund Company Limited (AIFCL)
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Delivery timeline: Autumn 2025

ACTION 26: Explore creating a new post in the civil aviation authority with responsibility for providing neutral and objective advice for stakeholders and facilitating discussions to assist resolution of aviation safety concerns associated with proposed developments

The current process of identifying and implementing mitigation Radar Mitigation Scheme Agreements (RMSAs) is leading to a large number of challenges being raised by developers through public inquiries, causing delays in the deployment of onshore wind and cost inefficiencies. A third party is required to facilitate engagement between developers and ANSPs and assure that RMSAs are fair and that costs are proportionate. Additionally, greater resource is required to identify policy issues associated with onshore wind turbine interference. Therefore, we will explore the creation a new post in the CAA with responsibility for aiding local discussions on aviation objections and maintaining oversight of the policy issues, subject to funding being agreed.

Action owner: Civil Aviation Authority (CAA) and DfT
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Delivery timeline: Spring 2026

ACTION 27: Review and publish updated CAP764 guidance and consider whether additional best practice guidance is required to aid interpretation

CAP764 guidance provides advice to airports on the policy treatment of wind turbines and was last updated in 2016. The current policy landscape has changed significantly since then and CAP764 is not considered to be comprehensive enough to ensure consistency and transparency of approaches, which results in uncertainty for developers and aviation stakeholders. Therefore, we will review and publish updated CAP764 guidance to provide clearer guidelines on how airports manage interference from onshore wind developments. This will encourage greater transparency and engagement between ANSPs and developers and improve the process by which solutions to aviation objections are identified and implemented.
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Action owner: Civil Aviation Authority (CAA)
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Delivery timeline: Autumn 2025

ACTION 28: Conduct a review of airspace regulations to consider options to require civil aerodromes to procure new primary surveillance radars that have wind farm mitigation capabilities

Currently, airspace regulations do not provide any requirement on aerodromes when procuring new equipment to consider the capabilities of primary surveillance radars to mitigate against wind farms. Advances in radar technology may allow for greater instruction to aerodromes so that wind farm tolerance is built into future procurement strategies. To consider this, the CAA and DfT (with engagement from the Military Aviation Authority) will conduct a review to determine whether it is possible to mandate wind farm tolerance as standard when new radars are procured. This review will consider what wind farm tolerability means in practice, including a review of available technologies and international best practice. The review will also consider whether amendments to legislation or means of compliance can deliver the requirements, or whether an alternative form of delivery is necessary. The CAA and the DfT will report back to the Onshore Wind

Industry Council with a formal recommendation in Autumn 2025 (see “Implementation” section for more detail on the Onshore Wind Council).
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Action owner: CAA and DfT

Delivery timeline: Autumn 2025

ACTION 29: Explore the creation of a ‘mitigation fund’ to issue financial support to civil airports who require radar upgrades

Aviation objections are dealt with on a case-by-case basis with costs reaching up to £10 million per project, usually paid in full by developers. Often Non-Disclosure Agreements (NDAs) conceal how these costs are calculated. This approach encourages the implementation of solutions limited to mitigating the current objection, providing little incentive for substantial upgrades to hardware or software, that might deliver more permanent solutions. A standardised and transparent process to funding mitigation solutions is required to: I) set clear expectations for both airports and developers around the process, cost and timelines to mitigate aviation objections; II) ensure cost neutrality; and III) protect the billpayer from RADAR mitigations. A centrally managed funding process may encourage a more fair and transparent practice to upgrading civil RADAR systems.
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Therefore, we will further explore a non-Government-funded RADAR Mitigation Fund as a possible innovative solution to both streamline the process and ensure costs are equitable. A final decision on who would fund the proposal, and whether a mitigation fund is established should be taken by the ONW Council.

Action owner: DESNZ

Delivery timeline: Spring 2026

ACTION 30: Work with MoD and Scottish Government to implement an enduring solution to both unlock onshore wind capacity around Eskdalemuir seismic array and uphold necessary safeguarding

DESNZ, MoD and Scottish Government are collaborating to update UK Guidance on Eskdalemuir. Scottish Government and DESNZ will publicly consult by September before publishing updated guidance later in 2025 (pending consultation outcomes).

This consultation will seek views on the implementation of a Seismic Impact Limit (SIL), as well as an expansion of the current 10km ‘exclusion zone’, aiming to unblock onshore wind development within 50km of the Array whilst continuing to effectively safeguard the functioning of the Array.

Action owner: DESNZ and the Scottish Government with support from MoD

Delivery timeline: End 2025

ACTION 31: Work with MoD and Scottish Government to identify and implement an appropriate route to enforce the updated approach to Eskdalemuir seismic array

In the short term, UK Government and Scottish Government will both issue a Written Ministerial Statement in 2025, following the publication of the Scottish guidance on Eskdalemuir, to enforce the updated policy approach. DESNZ, MoD and Scottish Government will work to identify if additional routes are necessary for enforcement of guidance, including introducing primary and secondary legislation, reporting into the Onshore Wind Council on this topic by Autumn 2025.
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Action owner: DESNZ and the Scottish Government with support from MoD

Delivery timeline: End 2025

Annex B – Governance Map

