

Annual Report

2024-25

The Farm Land Security Board

Letters of Transmittal



The Honourable
Daryl Harrison
Minister of Agriculture

July 29, 2025

Her Honour, the Honourable Bernadette McIntyre,
Lieutenant Governor of Saskatchewan

May it please Your Honour:

As the Minister of Agriculture, it is my pleasure to submit the annual report for the Farm Land Security Board for the year ending March 31, 2025.

Respectfully submitted,

A handwritten signature in black ink, appearing to be 'D. Harrison', written over a horizontal line.

Daryl Harrison
Minister



Megan Rumbold
Chairperson

July 29, 2025

The Honourable Daryl Harrison
Minister of Agriculture

Dear Minister:

It is my honour to submit for your consideration the annual report of the Farm Land Security Board for the year ending March 31, 2025.

The Board, established by *The Saskatchewan Farm Security Act* (the Act), has a broad mandate which includes farm foreclosures, home quarter protection, and ownership of Saskatchewan farm land. The Act sets critical rules to support farm families during periods of financial instability and safeguards farm land for present and future farming generations.

Our annual report provides information on the activities of the Board, its administrators and field staff over the past year. The Board remains committed to the people of this province and the mandate entrusted to it.

Respectfully submitted,

A handwritten signature in black ink, appearing to be 'Megan Rumbold', written over a horizontal line.

Megan Rumbold
Chairperson

Organizational Structure

Mission Statement

The Farm Land Security Board's mission is to fulfill its legislative mandate pursuant to *The Saskatchewan Farm Security Act* (the Act) in a manner responsive to the needs of the farming community. The Act sets safeguards to support farm families during periods of financial difficulty, and to stabilize the economic and social environment in rural Saskatchewan.

Governing Legislation

The Act and its regulations assign certain responsibilities to the Board, which include farm foreclosure protection (Part II of the Act), home quarter protection (Part III of the Act), and restrictions on ownership of farm land (Part VI of the Act).

Part II of the Act establishes a protocol for creditors contemplating a farm foreclosure application to the Court of King's Bench (the Court). This protocol gives farmers and mortgagees the opportunity to resolve financial disputes by means other than foreclosure proceedings. If the parties fail to reach an agreement during mediation, the Board prepares a report for the Court to review when it determines whether foreclosure proceedings can proceed. The Board's report provides an objective assessment of a farmer's financial situation and their ability to pay a debt obligation.

Home Quarter Protection, as set out at Part III of the Act, authorizes the Board to exclude a mortgage from Home Quarter Protection where it is "in the best interest" of the farmer to do so.

Farm Ownership, Part VI of the Act, sets limits on who can own and lease farm land in the province. By extension, the Board has the authority to issue orders to permit ineligible persons and corporations to own or lease farm land.

Members of the Farm Land Security Board as of March 31, 2025:

- Megan Rumbold, Chairperson, Wadena
- Mark Bratrud, Vice Chairperson, Weyburn
- Karla Hicks, Mortlach
- Shannon McArton, Dilke
- Bonnie Mills Midgley, Frenchman Butte
- Levi Wood, Pense

The Board employs staff situated in Regina, as well as field consultants located around the province.

Legislation Objectives, Activities and Impacts

Part II – Farm Foreclosures and Money Judgment Enforcement

Mandate:

The Act requires all lenders and enforcing money judgment creditors to notify both the farmer and the Board when they intend to apply to the Court to foreclose on a mortgage or seize a farm to enforce a judgment. Once notice is served, the parties must first attempt to resolve the dispute through formal mediation to avoid a court application. Mediators are provided by the Dispute Resolution Office of the Saskatchewan Ministry of Justice and Attorney General.

In advance of mediation, the Board completes a financial review of the farmer's financial affairs to inform the discussion between the parties. If mediation is unsuccessful or the farmer chooses not to participate, the Board must prepare a report for the Court which assesses the farmer's ability to satisfy the outstanding debt. The report also addresses any other matter the Board deems relevant to the court proceeding, as well as any legislative protections for farmers that may impact the Court's determination. The Act states the Court is to give the Board's report primary consideration when determining whether a court application against the farmer can proceed.

The Board's involvement in foreclosure proceedings also assists the Court in its determination of whether allowing foreclosure to proceed would be "just and equitable." The Board's report to the Court provides insight into the personal and financial circumstances of the farm family and any other factors that can contribute to achieving the objective of the Act, which is to "protect farmers against the loss of their farm land." Also, as some aspects of home quarter protection legislation are linked to the Board's opinion in the report, important legal support for farm families hinges on the report's conclusion. The involvement of the Board also underscores achievable expectations and objectives for farmers as they enter the mediation and court process.

Resources:

Part II, III and VI resources are shared. Five permanent full-time employees and a permanent part-time employee spend most of their time delivering Parts II, III and VI of the Act, along with eight specialized contract field consultants.

Objectives:

The primary objective of Part II of the Act is to assist farmers and creditors facing possible foreclosure to understand and resolve the underlying financial issues, thereby improving the chances of farmers remaining on the land and in rural communities. It also provides a fair and effective alternative to resolve farm financial difficulties without involving the court system.

Activities:

Field Analysis and Mediation Preparation

Following receipt of a Notice of Intention to Foreclose, Board staff assigns the matter to a Board field consultant. The Board field consultant meets with the farm family, gives them information about the mediation process, and then collects information to draft the Board's financial report. The financial report is provided to the farmer, the mediator, and the enforcing creditor. The field consultant also attends mediation. The Act requires that each party approaches the matter and participates in mediation in good faith.

If mediation does not result in a negotiated agreement, the Board proceeds to prepare a report to be filed with the Court of King's Bench. The Board appoints a consultant with specialized training to research and prepare its report. The Board consultant requests information from both the lender and farmer to inform the Board's court report and, where appropriate, will discuss the contents of the report with both the lender and the farmer.

The Act, through the provision of a field consultant, the process of mediation, and the requirement of a court report, provides critical opportunity to find alternate means to address an unresolved farm debt that does not lead to the loss of the farm. Although the parties often do not agree to resolve the dispute without some adjustments to the farmer's financial situation, the parties often are able to resolve the dispute by agreeing to alternate payment arrangements, including new creditor refinancing, and/or the sale of assets.

Notices Served by Creditor*

Fiscal Year	FCC	Credit Unions	Other	Chartered Banks	Total
2022-2023	22	16	18	17	73
2023-2024	29	7	28	18	82
2024-2025	16	18	13	31	78

** Notices of Intention to Foreclose may involve more than one mortgage.*

Observations:

The number of Notices of Intention to Foreclose filed with the Board is not the only indicator of financial difficulties impacting farm families. Federally mandated programs facilitate arrangements involving debt secured to livestock, equipment, and crops. Also, farms that are dissolved or reduced through voluntary liquidations, or successfully restructured through private arrangements with their lenders, are not reflected within the number of notices served on the Board.

Creditors continue to use money judgments to attach unpaid livestock, equipment, and crop input debt to land. It has become more common in the last few fiscal years for enforcing money judgment creditors to serve notices on the Board to enforce outstanding debts against farmers. This trend continues.

Court Reports

The Board’s report to the Court provides primary advice to the Court for its decision whether a foreclosure action should be allowed to proceed. In addition to addressing the critical questions of whether the farm family has a reasonable possibility of paying the mortgage, and whether a sincere and reasonable effort is being made to pay the mortgage, the Board can comment on any issue it deems relevant to the situation. The report is distributed initially to the farmer, the creditor, and their legal counsel. Once the creditor advises the Board of its court application, the report is issued to the Court. Once a creditor files a Notice of Intention, they have three years to commence a court action.

The number of court reports prepared by the Board in 2024-2025 was less than previous years. A significant number of report requests are resolved without the Board completing its report. Likewise, many completed reports are resolved before the parties appear in court.

PART II – Court Reports Requested (a)

Fiscal Year	Providing Opinion	Providing No Opinion (b)	Resolved (c)	Total
2022-2023	30	6	6	42
2023-2024	29	14	3	46
2024-2025	24	15	5	44

*a. Not all court reports initiated by lenders are issued to the court.
 b. Court report issued when the farmer refuses to participate in mediation.
 c. Prior to issuing a preliminary court report, a resolution of the file occurs.
 The Board does not track resolutions that take place once a court report is issued to the Court.*

Part III – Home Quarter Protection

Mandate:

Home quarter protection has been a cornerstone of Saskatchewan farm protection legislation since the early 1940s. The Act stays the registration of a final order for foreclosure on the farmer's home quarter, as long as the farmer still maintains a residence on the home quarter. This legislated protection helps farmers and creditors consider a broader range of financing options as opposed to attaching debt to a farmer's home quarter.

The Act authorizes the Board to grant exclusions to the home quarter protection afforded in the Act. In many cases, a farmer and lender jointly apply to the Board to exclude a mortgage from home quarter protection. The Board is empowered to exclude the mortgage from protection when, in the opinion of the Board, it would benefit the farmer to do so.

Resources:

Part II, III and VI resources are shared. Five permanent full-time employees and a permanent part-time employee spend most of their time delivering Parts II, III and VI of the Act.

Objectives:

The Board's mandate to consider home quarter protection exclusion applications provides an opportunity to discuss with the farmer the Act's protective framework and the risks involved when excluding home quarters from legislative protection. Before the Board will order a mortgage excluded from the protection, it must be convinced the farmer can repay the loan and that other suitable security is not available. Additionally, it must be convinced that any aspect of a loan which appears uncharacteristic of typical lending practices has been fully discussed with the parties.

Activities:

Pursuant to the Act, the Board delegates to Board staff the Board's authority to consider and make orders excluding mortgages from home quarter protection. When an exclusion application is received, Board staff may request additional information from both the farmer and the lender to assess the farm financial situation. Staff may analyze the farm budget and security options to establish that the loan is affordable and that more suitable security arrangements are not possible. Discussions with the parties may result in the parties identifying appropriate alternatives to an exclusion order, such as releasing a home site from the mortgage if the loan fails or releasing the home quarter once the principal is reduced to a specified amount.

A decision to refuse the requested exclusion order only occurs if there is clear evidence that either the loan is not serviceable or that alternate satisfactory security options are available.

PART III Disposition of Home Quarter Co-Applications

Fiscal Year	Orders Issued	Orders Denied	Return/Withdrawal	Total
2022-2023	74	1	8	83
2023-2024	61	0	4	65
2024-2025	50	0	17	77

The Board continues to utilize its class exclusion orders, such as the Solely New Funds Class Exclusion Order, which reduces the number of co-applications received and Orders executed.

Impacts:

The Board’s work helps to maintain the security of farm family home quarters by ensuring that debt obligations are serviceable when a home quarter is involved and that alternate options for securing debt are considered. These activities increase farmer knowledge of risk management and contribute to the stability of rural communities.

Distribution of Home Quarter Co-Applications by Purpose Category

	2022-2023	2023-2024	2024-2025
Construction	7%	25%	9%
Purchase	22%	21%	8%
Debt Restructure	55%	45%	40%
Revolving Credit	10%	8%	33%
Debt Settlement	0%	0%	5%
Other	6%	1%	5%

Observations:

In the 2024-25 fiscal year, the number of home quarter co-applications to the Board increased from the previous year. Most co-applications received this year identified that the purpose of the application was to restructure an existing debt.

Lenders continue to offer new sophisticated mortgage products that allow a variety of loans to attach to a single mortgage. Farmers are comfortable with these products and want borrowing to be flexible and easy. Prior to granting an exclusionary order, the Board works with the creditor and farmer to identify the loans attached to any style of mortgage.

Part VI – Farm Ownership

Mandate:

Saskatchewan’s farm ownership legislation reflects the continuing commitment of the Government of Saskatchewan to legislate and regulate the ownership of Saskatchewan farm land by non-Canadian entities.

Resources

Part II, III and VI resources are shared. Five permanent full-time employees and a permanent part-time employee spend most of their time delivering Parts II, III and VI of the Act.

Objectives

The Board preserves the ownership and operation of Saskatchewan farm land by Canadians or Canadian-owned entities by monitoring and enforcing compliance with the ownership restrictions in the Act.

Activities

The Board is responsible to both monitor farm land transactions to ensure compliance with the Act’s ownership restrictions and to consider applications to permit a non-authorized entity to have or acquire an interest in farm land.

Statutory Declarations

The Act permits only Canadian citizens, permanent residents, or fully Canadian-owned private entities to hold an interest in more than 10 acres of farm land. The Board monitors farm land sales by reviewing and analyzing data provided twice a week by Information Services Corporation. The Act gives the Board the authority to demand information to confirm that an individual or corporate entity is entitled to maintain an interest in Saskatchewan farm land. This information is provided in the form of a “statutory declaration” that includes specific questions about a person’s citizenship/residency status and where financing for the transaction is being obtained. Where the land interest is acquired by a corporate entity, the corporation must provide information about the ownership structure of the corporation and the status of individual shareholders.

Statutory declarations are a critical piece of the Board’s regulatory role in farm ownership. Failure to provide a statutory declaration when requested is an offence under the Act.

In many cases, individuals and corporations voluntarily submit a statutory declaration to the Board when they acquire an interest in farm land. In these cases, the purchasing party submits a statutory declaration to the Board without the Board first requesting one. The legal community has generally accepted this process and assists by providing declarations as part of the land transfer processes.

Farm Land Ownership Statutory Declaration Statistics

In 2024-2025 the Board reviewed 39,485 farm land transactions as received from Information Services Corporation. Board staff review each landowner and utilize various tools to validate ownership, including review of corporate filings, past purchases and historical Board records. When ownership is unclear, Board staff issue a request for a statutory declaration. In 2024-2025 Board staff began requesting statutory declarations from all corporations registered outside of Saskatchewan, which generated an increase in requested statutory declarations.

The Board continues to monitor statutory declarations, sending multiple letters to landowners directing landowners to remit a declaration when requested. The Board is exploring further enforcement action for those with outstanding declarations.

	Received	Requested		
		Complete ¹	In Progress ²	Outstanding ³
2022-2023	754	50	0	3
2023-2024	775	40	0	2
2024-2025	862	33	42	5

¹ Statutory declaration requested has been received.

² Statutory declaration request is within the timeframe as prescribed in legislation to provide submissions to the Board.

³ No statutory declaration has been received.

Application for Exemption

The Board has the authority to consider applications for exemption which, if approved, allow non-eligible individuals or non-Canadian entities to have or acquire a land holding in excess of that allowed under the Act. Historically, exemption applications can be grouped within eight categories. The following tables summarize the exemption files considered by the Board in 2024-2025. Three project applications were resubmitted and reevaluated by the Board. These acres have not been double counted in the total calculations. The Board continues to monitor exemption applications closely, and many of the exemptions receive Exemption Orders that are either timebound or limited in size. This is often for projects that are early on in development to ensure the applicant does not continue to hold land if the project does not move forward.

2024-2025 Exemption Applications Considered by the Board

Applicant	Category	Acres Requested	Acres Granted
101115529 Saskatchewan	Commercial Development	139	139
Big Sky Rail Corporation	Commercial Development	1,345	1,345
Cargill Limited	Commercial Development	117	117
G3 Canada Limited	Commercial Development	270	270
Mobil Grain Ltd.	Commercial Development	71	71
Nutrien Ag Solutions (Canada) Inc.	Commercial Development	2	2
Oterna Farms Ltd.	Inheritance & Estate Planning	475	475
Enbridge Pipelines Inc.	Mining, Forestry, Petroleum	1,268	1,268
Canadian Natural Resources Limited	Mining, Forestry, Petroleum	159	159
Gensource Potash Corporation (Tugaske)	Mining, Forestry, Petroleum	206	206
Gensource Potash Corporation (Vanguard)	Mining, Forestry, Petroleum	6,400	0
Christopher and Shelby Kirby (Kirby Waterfowl)	Recreational Property	12	12
Matthew Schauer	Recreational Property	95	0
Northern Skies Outfitters	Recreational Property	95	95
102186605 Saskatchewan Corp. (Welkin)	Wind/Solar	60	60
Algonquin/Liberty Power (Elmsthorpe)	Wind/Solar	15,000	10,000
ATCO Renewables Ltd.	Wind/Solar	159	159
Doba Solar	Wind/Solar	798	798
DP Energy Canada	Wind/Solar	161	161
Enbridge Power Development Canada Inc.	Wind/Solar	2,022	2,022
Enbridge Saskatchewan Wind Partnership	Wind/Solar	21,142	21,142
Golden South Wind GP Inc.	Wind/Solar	34,575	11,166
Golden South Wind II GP Inc. (Limerick)	Wind/Solar	7,604	7,604
Horizon New Energy	Wind/Solar	799	799
Innergex Renewables	Wind/Solar	1,881	1,881
Neoen Renewables Canada Inc.	Wind/Solar	935	0
Neoen Renewables Canada Inc.	Wind/Solar	641	641
PNE Canada Inc.	Wind/Solar	9,515	9515
PNE Canada Inc.	Wind/Solar	664	664
PNE Canada Inc.	Wind/Solar	316	316
Potentia Renewables Inc. (Red Brick)	Wind/Solar	34,911	0
Potentia Renewables Inc. (Red Brick)	Wind/Solar	27,186	27,186
Potentia Renewables Inc. (Southern Springs)	Wind/Solar	30	30
Potentia Renewables Saskatchewan GP	Wind/Solar	769	0
Potentia Renewables Saskatchewan GP (Bench)	Wind/Solar	18,157	18,157

Applicant	Category	Acres Requested	Acres Granted
Rose Valley Wind GP Inc.	Wind/Solar	49,727	21,881
Sitka Power Inc.	Wind/Solar	159	0
Sitka Power Inc.	Wind/Solar	159	159
Switch Power	Wind/Solar	159	159
Wicehtowak Solar Limited Partnership	Wind/Solar	158	158
Avenue Living Agricultural Land Trust II	Other ¹	53,698	0

Distribution of Exemption Applications by Category

Category	Application Approved	Applications Denied	Acres Requested	Acres Granted
Commercial Development	6	0	1,944	1,944
Inheritance-Estate Planning	1	0	475	475
Intending to Reside	0	0	0	0
Intensive Livestock	0	0	0	0
Mining, Forestry, Petroleum	3	1	8,033	1,633
Recreational Property	2	1	107	107
Wind Power, Solar Power	22	4	192,497	134,598
Other ¹	0	1	53,698	0

¹ The applicant was a trust with a current exemption that will expire December 31, 2025. The current exemption allows the trust to have a total subscription capital of \$50,000,000. The applicant held 53,698 acres when the application was submitted to the Board.

The Board reviews applications for exemption at every Board meeting, weighing the needs of the province while fulfilling the mandate of the Act to protect against the loss of valuable farm land. In 2024-2025, the Board determined 41 exemption applications, an increase of 17 per cent over 2023-2024 and 35 per cent over 2022-2023. In addition to an increase in the number of applications, the Board also noted that the applications reflected a significant increase in the number of acres for which the average applicant sought an exemption. The Board issued exemption orders with respect to a total of 134,598 acres of farm land in the province in 2024-2025, an increase of 152 per cent over 2023-2024. Seven of the 41 applications for exemption were denied.

Wind and solar power projects contributed to 63 per cent of the applications reviewed by the Board in 2024-2025. Seventy per cent of the total acres exempted were related to wind and solar power production. In 2023, SaskPower issued a Request for Proposals (RFP) requiring proponents to have land control to participate in the tender process for two 200 megawatt (mW) wind and two 100 mW solar projects. The RFP was expected to award the project in late 2024. This RFP and other renewable energy opportunities generated 26 applications for exemption in 2024-2025. Many of the applicants held existing exemptions with conditions causing the exemption to expire in 2024-2025. These applicants were some of the first renewable energy projects reviewed by the Board and, in order for the applicant to continue participating in the procurement process, new exemption orders were required.

As renewable energy matures in the province, so does the understanding of the direct impact to farm land in the province. The Board not only approved a smaller percentage of acres than in previous years, applicants were required to reduce acres held for many of the previously approved projects, as evident in the 267,683 acres reduced highlighted in the Historical Farm Land Ownership Statistics table.

Historical Farm Land Ownership Statistics

Exemption Category	2022-23		2023-24		2024-25	
	Applications	Acres ⁴	Applications	Acres	Applications	Acres
Intending to Reside	3	83	7	292	0	0
Commercial Development	6	430	4	683	6	1,944
Mining, Forestry, Petroleum ¹	6	902	4	318	3	1,633
Intensive Livestock	1	404	0	0	0	0
Other	4	4,768	1	161	1	0
Inheritance-Estate Planning	0	0	1	0	1	475
Wind Power, Solar Power ²	2	0	17	53,570	22	134,598
Recreational Property	1	308	1	29	1	107
Total Exemptions Granted	23	6,895	35	55,053	34	134,598
Exemptions Denied	8	13,019	1	19	7	96,967
Total Exemptions Reduced³	1	(75,000)	0	0	3	(267,683)

¹ Includes options to purchase for mining projects.

² Includes options to lease for potential wind and solar power generation projects.

³ Exemptions reduced are previously approved orders which have had their exempt acres reduced from the original exempt acres.

⁴ Some exemption orders were extensions of previously existing orders. Those orders are included in the table but their acres are not.

2024-2025 Enforcement Actions of the Board

Entity	Category	Decision	Acres	Amount
102072719 Saskatchewan Ltd.	Commercial Development	Reduce	45	
Concentra Trust	Inheritance-Estate Planning	Exemption	2,131	
EDF Renewables Development Inc.	Wind Power, Solar Power	Reduce	39,200	
Potentia Renewables Inc. (Golden South)	Wind Power, Solar Power	Reduce	23,408	
Potentia Renewables Inc. (Rose Valley)	Wind Power, Solar Power	Reduce	27,864	
Potentia Renewables Inc. (Golden South)	Wind Power, Solar Power	Penalty		\$10,000
Potentia Renewables Inc. (Rose Valley)	Wind Power, Solar Power	Penalty		\$10,000
Potentia Renewables Inc. (Sequoia)	Wind Power, Solar Power	Penalty		\$10,000

In 2024-2025, the Board issued four orders directing that an entity divest of an interest in land as it was not authorized to maintain the interest. These orders resulted in a total reduction of 90,517 acres of land holdings. In 2024-2025, the Board also imposed and collected administrative penalties totaling \$30,000.

Through regular compliance monitoring, the Board also directed one entity to make an application for exemption or divest of land held in Trust. The entity submitted applications for review and the Board granted Exemption Orders rather than an Order to Reduce.

The Board received four complaints from the public that were reviewed by the Board. In one instance, the Board directed that the complaint be investigated. That investigation remains ongoing.

Historical Enforcement Actions of the Board

Enforcement Category	2022-2023	2023-2024	2024-2025
Order to Reduce	1	0	4
Administrative Penalty	4	0	3
Investigation	1	0	1

The Board maintains ongoing oversight of land holdings in Saskatchewan to ensure compliance with the Act to keep farm land in the hands of Canadians. Through active monitoring and enforcement, the Board is committed to protecting agricultural interest and addressing any violations that may impact this goal.

2024 Provincial Auditor Performance Audit

“Farm Land Security Board-Regulating Foreign Ownership of Saskatchewan Farmland”

The Provincial Auditor reviewed the processes of the Board to determine if the processes to regulate foreign ownership were sufficient. The Act allows the Board to make rules governing its procedures. The Auditor prepared various testing scenarios and found no unauthorized foreign ownership. The Auditor provided ten recommendations, many of which were administrative in nature. The Board continues to improve and modify its procedures and processes, as necessary, to ensure the mandate of the Act is met. At the time of tabling this report, the Board has taken the appropriate steps to meet the recommendations of the Provincial Auditor.

2024-2025 Financial Results

The Farm Land Security Board is supported by the Board Governance and Operations Unit of the Ministry of Agriculture. The Board Governance and Operations Unit also provides support to other boards and carries out other activities. The following financial information represents expenses and revenues reported by the Ministry associated with the Farm Land Security Board.

Expenses:

The Board Governance and Operations Unit of the Ministry of Agriculture incurred actual expenses in the 2024-2025 fiscal year of \$902,168 (2024-25 budget—\$1,092,808) primarily for support of the Farm Land Security Board but also related to other activities of the unit.

Expenses (thousand dollars)	2022-23	2023-24	2024-25
Salaries	480.6	399.5	575.9
Other Expenses	349.8	308.3	326.2
Total	830.4	707.8	902.1

Revenue:

Fees generated in revenue by the Ministry.

Revenue (thousand dollars)	2022-23	2023-24	2024-25
Notice Application Fee	23.3	20.5	18.5
Land Sale Data Fee	242.4	171.4	156.9
Farm Ownership Fee	2.9	3.4	4.6
Admin Penalties			30.0
Total	268.6	195.3	210.0

