



COMMONWEALTH OF KENTUCKY OFFICE OF THE ATTORNEY GENERAL

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26-ORD-288

June 25, 2026

In re: Randy Skaggs/Journey to Healing

Summary: The Office cannot find that Journey to Healing (the “Nonprofit”) violated the Open Records Act (“the Act”) because the Office cannot find that it is a “public agency” subject to the Act.

Open Records Decision

On May 9, 2026, Randy Skaggs (“Appellant”) submitted a request to the Nonprofit¹ for records related to its finances and its functions. On May 19, 2026, having received no response from the Nonprofit, the Appellant initiated this appeal.

“Each *public agency*, upon any request for records made under [the Act], shall determine within five (5) [business] days . . . after the receipt of any such request whether to comply with the request and shall notify in writing the person making the request, within the five (5) day period, of its decision.” KRS 61.880(1) (emphasis added). Here, the Appellant claims the Nonprofit violated the Act because it did not respond to his request in writing or provide him with the requested records. However, an entity is only subject to the Act if it is a “public agency,” as defined by KRS 61.870(1).

A private entity, such as the Nonprofit, can only become a “public agency” subject to the Act if it is a “body which, within any fiscal year, derives at least twenty-five percent (25%) of its funds expended by it in the Commonwealth of Kentucky from state or local authority funds.” KRS 61.870(1)(h). The requester carries the burden to make a *prima facie* case that, in the fiscal year covering the scope of his or her request, at least 25% of the funds the entity expended were from state or local funds. *See, e.g.*, 23-ORD-070; 21-ORD-173. Here, the Appellant did not attempt to make such a *prima*

¹ The Appellant describes Journey to Healing as a nonprofit corporation.

facie case.² Thus, the Office cannot find that the Nonprofit is a public agency subject to the Act.

A party aggrieved by this decision may appeal it by initiating an action in the appropriate circuit court pursuant to KRS 61.880(5) and KRS 61.882 within 30 days from the date of this decision. Pursuant to KRS 61.880(3), the Attorney General shall be notified of any action in circuit court, but shall not be named as a party in that action or in any subsequent proceedings. The Attorney General will accept notice of the complaint emailed to OAGAppeals@ky.gov.

Russell Coleman
Attorney General

/s/ Zachary M. Zimmerer
Zachary M. Zimmerer
Assistant Attorney General

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Distributed to:

Randy Skaggs, Appellant
Tonya Bond Judd, Journey to Healing

² In fact, the Appellant stated in his request that he is “unable to determine ‘where’ the initial funding for [the Nonprofit] was procured.”