# UNITED STATES DISTRICT COURT DISTRICT OF MINNESOTA

State of Minnesota, by its	
Attorney General Lori Swanso	n,

Civil File	No
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Plaintiff.

V.

**COMPLAINT** 

Accretive Health, Inc.,

Defendant.

The State of Minnesota, by its Attorney General Lori Swanson, brings this action against Defendant Accretive Health, Inc. ("Accretive" or "Accretive Health") for violations of the Health Insurance Portability and Accountability Act of 1996 ("HIPAA"), Pub. L. No. 104-191, 110 Stat. 1936, as amended by the Health Information Technology for Economic and Clinical Health ("HITECH") Act, Pub. L. No. 111-5, 123 Stat. 226, and Department of Health and Human Services Regulations at 45 C.F.R. § 160 et seq.; the Minnesota Health Records Act, Minn. Stat. § 144.291 et seq.; Minnesota's debt collection statutes, Minn. Stat. Ch. 332; and Minnesota's consumer protection laws, Minn. Stat. §§ 325D.43 et seq. & 325F.68 et seq., as follows:

## INTRODUCTION

1. Accretive is a portfolio company of the New York private equity fund Accretive, LLC, which has a controversial history in Minnesota relating to the arbitration and collection of consumer debts. Accretive wears a number of hats as it relates to the

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patients of two Minnesota hospital systems and, for one of the hospital systems, is at once both a debt collector and treatment coordinator.

- 2. Accretive is licensed as a debt collection agency in Minnesota. Accretive has largely assumed control of the management and operations of the so-called "revenue cycles" of both Fairview Health Services ("Fairview") and North Memorial Health Care ("North Memorial"), including their scheduling, registration, admissions, billing, collection, and payment functions. Accretive assumes managerial responsibility for the hospital employees who perform these functions and has "infused" its own employees into the staff of the hospitals. Accretive engages in "data mining" and "consumer behavior modeling" on patients, as described below.
- deliver services under a so-called "Quality and Total Cost of Care" ("QTCC") contract. Under this contract, Accretive helps Fairview negotiate contracts with HMOs and insurance companies through which the hospital receives incentive pay to cut patient costs. Accretive then receives a share of the hospital's incentive pay. Under the QTCC contract, Accretive develops "risk scores" on individual patients and manages health risk assessments, automated care plans, case and pharmacy management, and duration of hospital stays. Accretive tells its Wall Street investors that it identifies patients who are deemed "outliers" and tracks utilization and profit and loss by patient. Fairview has called Accretive its "strategic partner." Their relationship is so extensive that Fairview accounted for over 13 percent of Accretive's service revenue for the first three quarters of

2011 (over \$75 million). The financial projections indicate that this financial entanglement will grow once a new contract, discussed below, is fully implemented.

4. Through these extensive relationships, Accretive has compiled a high volume of extremely sensitive and personal medical, financial, and other records involving tens of thousands of Minnesota patients of the two hospital systems. Some of the data was stored on an unencrypted laptop computer. The laptop was left by an Accretive employee in a rental car outside the bar and restaurant area of the Seven Corners area of Minneapolis. The computer was stolen and, with it, data on at least 23,531 Fairview and North Memorial patients. In response to one patient's request, Fairview provided the patient with a "screen shot" of the data about the patient that it says was on the laptop. The screen shot (attached as paragraph 46) sent to the patient by Fairview includes a "medical score" to predict the likelihood that the patient would be admitted to the hospital, a "medical score" to predict the "complexity" of the patient, a description of the "frailty" of the patient, and the dollar amount allocated to the patient's health care provider. In addition, the data disclosed personal identifying information about the patient, including the patient's name, address, phone number and Social Security number. The screen also included an itemization of whether the patient had 22 listed conditions, including bipolar disorder, schizophrenia, depression, high blood pressure, asthma, and even low back pain. Accretive violated privacy laws by failing to keep private patient data secure.

- 5. Acting as a licensed debt collector, Accretive has at times masked its true identity with Minnesota patients and has failed to comply with the disclosure and registration requirements of Minnesota's debt collection laws.
- 6. Through this Complaint, the State of Minnesota seeks to hold Accretive accountable for its violations of health privacy laws, state debt collection laws, and state consumer protection laws. The State also seeks through this action to determine and disclose to patients the extent of Accretive's access to data and the manner in which it utilizes such data.

## JURISDICTION AND VENUE

- 7. The Court has jurisdiction pursuant to 42 U.S.C. § 1320d-5(d), 28 U.S.C. § 1331, and 28 U.S.C. § 1367.
- 8. Plaintiff has provided notice of this action to the Secretary of Health and Human Services as required under 42 U.S.C. § 1320d-5(d)(4).
  - 9. Venue is appropriate under 28 U.S.C. § 1391.

#### **PARTIES**

- 10. Lori Swanson, the Attorney General of the State of Minnesota, is authorized under HIPAA, Minn. Stat. Ch. 8, Minn. Stat. Ch. 144, Minn. Stat. Ch. 332, and Minnesota's consumer protection statutes, and has common law authority, including parens patriae authority, to bring this action on behalf of the State of Minnesota and its citizens.
- 11. Accretive is a Delaware corporation with its principal executive offices located at 401 North Michigan Avenue, Suite 2700, Chicago, Illinois. Its chief executive

officer is Mary A. Tolan, and its Chairman of the Board is J. Michael Cline. Accretive was incorporated under the name Healthcare Services, Inc. in 2003 and changed its name to Accretive Health, Inc. in 2009. Its shares trade under the symbol "AH" on the New York Stock Exchange. Accretive has been registered as a foreign corporation with the Minnesota Secretary of State since December 20, 2010 and, on that same date, registered "Medical Financial Solutions" as an assumed name with the Minnesota Secretary of State. Accretive became licensed with the Minnesota Department of Commerce as a debt collection agency on January 20, 2011, listing "Medical Financial Solutions" as an assumed name with that agency, and is currently licensed as a debt collector with that agency. Accretive lists Steve Walters as its sole individual collector. Accretive transacts business in the State of Minnesota, including on behalf of both Fairview and North Memorial.

12. At all times relevant hereto, Fairview has been a health care provider that operates certain affiliated entities under common ownership or control, which are treated as a covered entity for purposes of HIPAA. 45 C.F.R. § 160.103. At all times relevant hereto, North Memorial has been a health care provider within the meaning of HIPAA. *Id.* As health care providers, Fairview and North Memorial are covered entities within the meaning of HIPAA, and thus are required to comply with the HIPAA federal standards that govern the privacy of individually identifiable health information. *Id.* At all times relevant hereto, Accretive, acting as a business associate of both Fairview and North Memorial, obtained access to individually identifiable health information on those

providers' patients and therefore was subject to HIPAA. See, e.g., 42 U.S.C. §§ 17931-34.

#### **FACTUAL ALLEGATIONS**

- 1. Accretive, LLC's Prior Debt Collection Activity.
  - a. Accretive, LLC's Relationship with the National Arbitration Forum.
- 13. Accretive was incorporated in 2003 as a "portfolio company" of Accretive, LLC, a New York City private equity fund founded in 1999 by Wall Street investment manager J. Michael Cline. In court filings, Accretive, LLC has described itself this way: "Accretive manages private equity funds which invest largely in companies that manage back-office administrative processes."
- 14. Cline is the Chairman of the Board of Accretive. As of April 20, 2011, Cline and Accretive Investors SBIC, L.P., of which Cline is managing member, each owned 19.4 percent of Accretive, for a combined 38.8 percent ownership. In 2010, Accretive, LLC arranged a public offering for Accretive Health, netting over \$100 million in proceeds.
- 15. Accretive became licensed with the Minnesota Department of Commerce as a debt collection agency on January 20, 2011. It sometimes performs debt collection activities in Minnesota under the assumed name "Medical Financial Solutions."
- 16. Accretive, LLC has a controversial history in the debt collection business in Minnesota and nationwide. By 2009, through a series of acquisitions, corporate formations, management contracts, and asset transactions engineered by Accretive, LLC,

the equity fund simultaneously took control of the nation's largest debt collection enterprise and became affiliated through ownership and governance interests with the nation's largest consumer debt collection arbitration company. This occurred through a series of transactions engineered by Accretive, LLC involving three major companies: National Arbitration Forum (an arbitration company based in Minnesota), Axiant, LLC (a debt collection agency), and Mann Bracken (at the time, the nation's largest collection law firm). The transactions can be summarized as follows:

- a. Accretive, LLC formed a series of private equity funds under the name "Agora" (Greek for "Forum"), which in turn acquired a \$42 million, 40 percent financial interest and governance rights in the Minnesota-based National Arbitration Forum. The Forum was the nation's largest arbitration firm for consumer credit card collections, handling over 200,000 consumer arbitrations each year.
- b. Accretive formed and funded a large national debt collection agency called Axiant, LLC, which became a debt collector for the credit card industry and debt buyers. Accretive, LLC owned over 68 percent of Axiant.
- c. Axiant then acquired the assets and collections operations of the Mann Bracken law firm, the nation's largest collection law firm (which had previously acquired two other large national collection law firms). Of the 214,000 consumer arbitrations processed by the National Arbitration Forum in 2006, 125,000, or almost 60 percent, were filed by Mann Bracken and its predecessors.

- 17. Through these transactions, Accretive, LLC essentially took control of the entire "revenue cycle" (e.g., the collection agency, the prosecuting law firm, and the neutral arbitrator) for consumer credit card collections in the United States. Accretive, LLC wanted to form a "broad arbitration ecosystem" which would pay huge financial dividends for the equity fund. Prior to this scheme, law firms were generally owned by individual lawyers due to professional regulations that prohibit for-profit corporations or non-lawyers from owning law firms, such that Wall Street could not profit from law firm revenues. Through these transactions, Accretive, LLC essentially sought to "monetize" for Wall Street investors the profits to be made from debt collection law firms. According to Accretive, LLC's internal documents, the executives wanted their debt collection and arbitration system to expand to "become a comprehensive, alternative legal system."
- 18. In July, 2009, the Minnesota Attorney General filed a lawsuit against the National Arbitration Forum and its affiliates in Hennepin County District Court in Minnesota. The lawsuit alleged, in part, that the National Arbitration Forum—which held itself out as an independent and neutral arbitration company—misled consumers, courts, and the public about the extensive financial and governance cross-ties with Accretive, LLC, which constituted an irreconcilable conflict of interest.
- 19. As a result of the litigation, the National Arbitration Forum (the arbitration company) exited the consumer arbitration business. Shortly thereafter, in November, 2009, Axiant (the debt collector) filed for bankruptcy in United States Bankruptcy Court in Delaware. In or about January, 2010, Mann Bracken (the collection law firm) closed

its doors and was placed into judicial receivership in Montgomery County Circuit Court in Maryland. At the time of their closure, all three entities had been the subject of many consumer complaints alleging heavy-handed collection conduct.

## b. Accretive Health and the National Arbitration Forum.

20. Before the three companies shut their doors, Accretive, LLC angled to profit even more by joining the Forum's operations with those of Accretive Health. Accretive, LLC wanted to "launch" the Forum into the arbitration of health care disputes between patients and hospitals using Accretive Health and stated that it had spoken with Accretive Health CEO Mary Tolan about placing arbitration clauses in hospital-patient agreements. Accretive, LLC told the Forum that one of Accretive Health's clients—the largest non-profit hospital in the country (Ascension Health of Missouri)—had provided it with access to "\$1Bn of dormant receivables to attempt collection, as a sideline to the core relationship." Accretive, LLC told the Forum that, if they did business together, "[w]e believe our deep expertise and relationships in healthcare should enable us to jump-start NAF's expansion into an extraordinary market opportunity: the use of arbitration in consumer healthcare disputes and payments." Accretive, LLC told the Forum that it wanted to "leverage [the] Accretive network" and set forth a plan in which: "In new industries, such as healthcare, NAF Procedures are used early and consistently as the standard method for resolving payment disputes. By playing a prominent role, NAF fundamentally shapes the collections players and tactics that emerge in these industries."

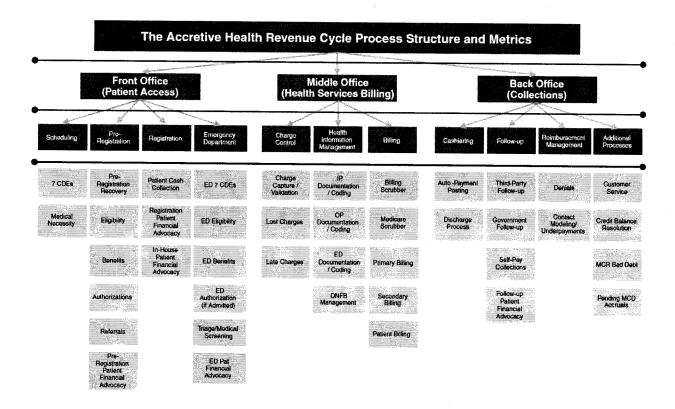
- 2. Accretive Returns to Minnesota with Accretive Health.
  - a. Accretive Health Has Taken Over Management of the "Revenue Cycles" of Fairview and North Memorial.
- 21. Accretive makes most of its money by entering into "Revenue Cycle Operations" contracts with hospitals. Through these contracts, Accretive largely takes control of the scheduling, registration, admissions, billing, and collection and payment functions at its client hospitals. Accretive assumes managerial responsibility for hospital employees who perform these functions and "infuses" its own employees into the staffs of the hospitals. Accretive receives both base fees and incentive payments for working with hospitals to boost their revenue and/or cut their costs.
- 22. On its website, Accretive, LLC describes its portfolio company, Accretive Health, this way: "Accretive Health takes over responsibility for the people, process and technology associated with the entire revenue cycle process." It told Wall Street investors on January 12, 2011 that it has "no direct competitors" who perform these broad functions. In its 2010 Annual Report, Accretive estimated that up to \$50 billion could be made through these services nationwide (calculated at five percent of about \$1 trillion in annual revenue at the nation's hospitals and large physician organizations).
- 23. Accretive entered into a Revenue Cycle Operations contract with Fairview in March, 2010, which became effective on May 1, 2010. Fairview is a large health care system that operates seven hospitals and numerous primary, specialty, and urgent care clinics. Fairview accounted for 10.7 percent (or over \$64 million) of Accretive's net service revenue of \$606 million in 2010, according to Accretive's 2010 Annual Report.

For the nine months ending September 30, 2011, Fairview accounted for 13.3 percent (or over \$75 million) of Accretive's net service revenue of \$566 million. Fairview has called Accretive its "strategic partner."

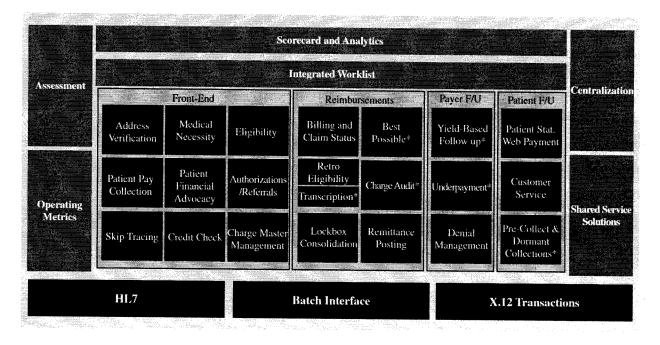
- 24. Accretive entered into a Revenue Cycle Operations agreement with North Memorial in March, 2011. North Memorial operates one hospital and numerous clinics in Minnesota.
- 25. Accretive assumes responsibility for a client hospital's "revenue cycle" functions. It controls and directs the work of hospital employees who are engaged in "revenue cycle" activities. It also places Accretive employees—who it calls "infused management"—inside the hospitals and "connect[s] [its] proprietary technology and analytical applications to the hospital's existing technology systems." Accretive has summed up this contract this way: "We embed our technology, personnel, know-how and culture within each customer's revenue cycle activities and serve as the customer's on-site operational partner."
- 26. Accretive describes the breadth of its revenue cycle management services like this: "For our purposes, the revenue cycle starts when a patient registers for future service or arrives at a hospital or clinic for unscheduled service and ends when the hospital has collected all the appropriate revenue from all possible sources."
- 27. In its 2010 Annual Report, Accretive states: "[W]e identify patient accounts with financial risk by applying data mining techniques to the data we have collected." Accretive also "increase[s] the collection rate on patient-owed obligations" in

part by using "consumer behavior modeling." Proprietary algorithms assess a patient's "propensity to pay."

- 28. Accretive's revenue cycle management contracts "span the entire revenue cycle," including "front office" (scheduling, registration, and admissions), "middle office" (billing), and "back office" (collections). According to Accretive, when a patient registers at a client hospital, Accretive begins to compile "complete patient information" on the patient, such as the patient's Social Security number and insurance eligibility. It performs "real-time" checks for insurance coverage upon admission to assess "each patient's ability to pay." It maintains an "automated electronic scorecard" that tracks each patient, including the patient's payment history, throughout the patient's time as a patient. It identifies patient accounts with financial risk by applying "data mining techniques," and it performs "skip tracing." Accretive collects old bills for Fairview.
- 29. The breadth of Accretive's activities is depicted in the following chart from Accretive's 2010 Annual Report (p. 13):



30. The breadth of Accretive's involvement at the hospitals is similarly depicted in this chart from Accretive's 2010 Annual Report (p. 22):



- b. Accretive Contracts with Fairview to Perform Sweeping Functions Relating to the Monetization of Health Treatment.
- 31. Fairview advised the Minnesota Attorney General's office in a letter dated October 14, 2011 that "Accretive Health...assists Fairview in care coordination efforts to help better coordinate and manage patient's health care needs."
- 32. Besides the revenue cycle management contract, Accretive and Fairview entered into a five year "Quality and Total Cost of Care" ("QTCC") agreement in November, 2010. As of the filing of its December 10, 2010 Annual Report, Fairview was the only hospital system in the United States that hired Accretive for QTCC services. In a conference with Wall Street investors on January 12, 2011, Accretive called the Fairview QTCC agreement its "inaugural" contract.
- 33. Under the QTCC agreement, Accretive helps Fairview negotiate contracts with certain insurance companies and HMOs that allow Fairview to earn incentive payments from the insurers and HMOs for cutting health care costs. In turn, Accretive receives a share of the hospital's incentive payments under the QTCC agreement for cost savings generated through "managing the care coordination process." Accretive told Wall Street during an investor conference on November 11, 2010 that health care savings would occur in part through an "intense focus" on "reducing avoidable hospital admissions." It further said that the "sickest and most impactable patients" would be "identified for proactive management."
- 34. Accretive states that the QTCC agreement "can help our customers identify the individuals who are most likely to experience an adverse health event and, as a result,

incur high healthcare costs in the coming year." It further states that when a hospital "adopts both our revenue cycle and quality and total cost of care management solutions, we can leverage the information available in our revenue cycle technology and data platform to enable real-time care management."

35. The following chart from Accretive's 2010 Annual Report (p. 17) depicts the breadth of Accretive's services:

Our quality and total cost of care services offering includes management of the following processes:

Risk Evaluation, Strat iffication & Coding • Health Risk	Delivery & Access  • Physician Incentive	Care Coordination	Admission Management	Coaching & Education	Analytics & Reporting			
Assessment  Accurate claim / medical record documentation  Medical and Rx claim review  Per patient risk score calculation  Best possible revenue calc  Automated care plans  Patient social service determination	Structure  Local PCP leadership and governance structure  Comprehensive referral plans Clinical protocol determination Contract sub- specialties Contract ancillary services Community resources Specialist efficiency evaluation	Post-Discharge follow-up     Authorizations     Case Management     On-boarding     Home assessments     Referrals and Referral links to PCP     Scheduling     Medical necessity review     Pharmacy     Management	Hospitalist program / ED management     Daily census – Acute / Skilled / LTAC     Patient review by facility     Length of stay management     Discharge planning     Delivery System re-entry     Transitional care	Performance management—Revenue, Cost, Quality, & Service reviews     Population-based opportunity reviews     Training & education on delivery     Benefit / Eligibility     Provider service issues	Quality scorecard     Pricing / Benefit evaluations     Utilization by all healthcare service types     P/L by Patient. PCP, Group, Network     Benchmarks     Peer group analysis     Outtier determinations			
		Payer Relations	nip Management					
	People & Technology							

36. Thus, according to the above table and the QTCC contract, Accretive is responsible for the management of: "risk scores" for each patient, development of automated care plans for patients, case management, length of hospital stay management, and discharge planning, among other things. It also performs "analytics and reporting" to track utilization by patient and physician, to determine profit and loss by patient, and to identify patients who are "outliers."

37. The breadth of the managed care services to be provided by Accretive to Fairview is also reflected in the various job ads posted by Accretive to staff the Fairview account. For example, in September, 2011, Accretive posted an ad for an "Analytics Manager" to staff the Fairview contract. The advertisement states that the person will "aggregat[e] and analyz[e] patient population data and leverag[e] predictive models in order to identify innovative strategies for population management." As noted above, Accretive told its Wall Street investors that "population-based management" focuses on identifying the "sickest and most impactable patients" for "proactive management."

## 3. Accretive Loses Sensitive Data on at Least 23,531 Minnesota Patients.

- 38. Accretive is licensed as a debt collector with the State of Minnesota and, in fact, collects debts for at least one Minnesota hospital system (Fairview). At the same time, it also assists Fairview with health care management and medical necessity review.
- 39. Accretive also manages the "revenue cycle" of North Memorial. (North Memorial advised the Attorney General's Office in a letter dated October 17, 2011 that Accretive does not perform debt collection services for it.)
- 40. Accretive states that, among other things, it engages in "data mining," "skip tracing," "consumer behavior modeling," and "per patient risk score calculation" on patients.
- 41. Through these services and others, Accretive amasses and has access to a high volume of sensitive and personal information, including medical information, about Minnesota patients served by the two hospitals.

- 42. On or about July 25, 2011, an Accretive employee, Matthew Doyle, left an unencrypted laptop computer containing extremely sensitive data about Fairview and North Memorial patients in the back seat of a rental car parked in the Seven Corners bar and restaurant district of Minneapolis. The laptop was stolen.
- 43. The information on the laptop was not encrypted. The laptop was only password protected. The laptop contained sensitive personal information on at least 23,531 Minnesota patients.
- 44. On or about September 20, 2011, Accretive informed Fairview that protected health information of approximately 14,000 Fairview patients was contained on the stolen laptop. Accretive stated that the laptop contained protected health information, including the names, addresses, dates of birth, Social Security numbers, other identifiers, clinical information, including diagnosis and conditions, and other financial information on Fairview patients. Other information on the laptop about Fairview patients included their dates of service, account balances, account numbers, and medical record numbers.
- 45. Paragraph 46 contains a "screen shot" sent by Fairview to one of its patients who requested an accounting of the information about the patient that was on the laptop. The information on the "screen shot" sent by Fairview to the patient included the following:
  - Patient's full name
  - Gender
  - Number of dependents
  - Date of birth
  - Social Security number
  - Clinic and doctor

- A numeric score to predict the "complexity" of the patient
- A numeric score to predict the probability of an inpatient hospital stay
- The dollar amount "allowed" to the provider
- Whether the patient is in "frail condition"
- Number of "chronic conditions" the patient has
- Fields to denote whether the patient has:
  - o Macular degeneration
  - o Bipolar disorder
  - o Depression
  - o Diabetes
  - o Glaucoma
  - o HIV
  - o Metabolism disorder
  - o Hypertension
  - o Hypothyroidism
  - o Immune suppression disorder
  - o Ischemic heart disease
  - o Osteoporosis
  - o Parkinson's Disease
  - o Asthma
  - o Arthritis
  - o Schizophrenia
  - o Seizure disorder
  - o Renal failure
  - o Low back pain
- 46. This is a redacted copy of the "screen shot" sent by Fairview to the patient:

Flot Name	Cest Name	Mid. init(a)	HMOTO	Patient (2)	Graup Number	Subscribe: Number	Dependent Code	Gender	Date of Birth
							0		
Age	Months Esrolled	Active Last Day	Address 1	Address 2	City 1	State	Zip Cade	-Phone Number	Attributed TIN
	- 12	Yes							
Attributed Clinic	Attributed Provider	Provider (Short)	Predicted Complexity	Total Provider Allowed	Probability of IP Stay	Freil Condition	P Hospital Dominant Conditions	# Chronic Conditions	Mecular Degeneration
FAIRVIEW			2.287	\$4,984.90	0.06	No	O	4	0
ðipolar Disorder	CHP	Degression	Dishetes	Glaucoma	нv	Lipid Metabolism Disordor	Hypertension	Hypothyroidism	Immune Supprosion / Transplant
1	O		1	0	0	1	0	1	9
ischemic Heart Disease	Osteo porcele	Parkmsons	Astome	Archdus	Schizo phrema	Selaure Disorder	COPD.	Renal Fallure	Low Back Pain
<b>0</b>	0	٥	o o	0	O	1	0	0	0
Bipolar Disorder	CH	Depression	Diabetes	Glaucoma	HIV	Lipid Metabulism Disorder	Hypertension	Hypothyroldism	immune Suppression / Transplant
-			Good	r× .	V.06	Good		Good	
Ischemic Keart Disease	Osteo A State	Parkinsons	Asshma	Arthritis	Schillo phrenia	Selzure Disorder	Predicted Complexity (SORTED)	Total Provider Allowed	Probability of IP
•	••	-					1600	2136	1206
# Hospital Dominant Conditions	# Chronic Conditions	Top - Complexity	vis Tgp: Allowed Ant	Top - Soth Complexity & Allowed Amount	Top -Either Complexity & Allowed Amount				
243	366	c	O	c	0				

- 47. Accretive informed North Memorial that data on approximately 2,841 North Memorial patients was contained on the stolen laptop. Accretive stated that the laptop contained protected health information, including the name and clinical information, including diagnosis, condition, and other treatment information. Other information on the laptop about North Memorial patients are their full names, dates of service (e.g., admission and discharge dates), medical record number, and encounter numbers.
- 48. North Memorial later retained a computer expert on its own initiative to undertake an independent forensic investigation to corroborate the representations of Accretive about the nature, scope, and extent of the lost data as it relates to North Memorial patients. According to North Memorial, the expert discovered an additional