

Draft Cost Calculation Determination for the Telecommunications Relay Services TSO Instrument for the period between 1 July 2017 and 30 June 2018

The Commission:

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CONTENTS

List of defined terms and abbreviations	3
Purpose	4
Executive summary	4
Background	4
Cost calculation for the TSO TRS	5
Fixed charges	6
Variable charges	6
Variable charges price adjustment formula	6
<i>Table 1 – Variable cost schedule (conventional relay services)</i>	<i>7</i>
<i>Table 2 – Variable cost schedule (CapTel service).....</i>	<i>7</i>
Specified amount	7
<i>Table 3 – Total financial charges for conventional relay services.....</i>	<i>8</i>
<i>Table 4 – Total financial charges for the CapTel service.....</i>	<i>8</i>
Performance rebate	9
Summary	10
Appendix 1 – Fixed charges	11
<i>Table 5 - Fixed Charges (GST exclusive)</i>	<i>11</i>
<i>Table 6 – Fixed charges for the CapTel service</i>	<i>11</i>
Appendix 2 – Legal framework	12
The framework for the determination.....	12

List of defined terms and abbreviations

CapTel	Captioned Telephone service
Deed	TSO deed for TRS between the Crown and Sprint dated 7 July 2011 (including Addendum One, dated 27 September 2011, Addendum Two, dated 15 February 2015, and Addendum Three, dated 3 July 2018)
Draft determination	Draft cost calculation determination
Final determination	Final cost calculation determination
Sprint	Sprint International New Zealand
SQM	Service quality measure
TDL	Telecommunications Development Levy
TRS	Telecommunications Relay Services as described in the TSO TRS deed
TRS provider	Sprint, the telecommunications relay service provider
TSO	Telecommunications Service Obligations
TSO period	1 July 2017 to 30 June 2018, the period to which this determination applies
TSO provider	Telecommunications Service Obligations provider

Purpose

1. The purpose of this draft cost calculation determination (draft determination) is to calculate the amount payable by the Crown to Sprint International New Zealand (Sprint) for providing Telecommunication Relay Services (TRS) for the period 1 July 2017 to 30 June 2018.

Executive summary

2. This draft determination is required under section 94F of the Telecommunications Act 2001 (Act) and relates to the Telecommunications Service Obligations (TSO) for the TRS for the period 1 July 2017 to 30 June 2018.
3. Sprint provides relay services under the “Telecommunications Service Obligations (TSO) Deed for Telecommunications Relay Services (TRS)” (deed) to meet the telephone communication needs of the deaf, deafblind, hearing impaired, and speech impaired. The Crown compensates Sprint for providing the relay services.
4. The relevant deed for the purpose of this draft determination was entered into by Sprint and the Crown on 7 July 2011, and amended by Addendum 1 signed on 27 September 2011, and Addendum 2 signed on 15 February 2015.¹ It is a TSO instrument under section 70 of the Act.
5. This draft determination sets out the specified amount payable by the Crown to Sprint for the 2017/18 TSO TRS under the deed, and provides information relating to the calculation of that amount.
6. The Commerce Commission (Commission) has determined that the amount payable by the Crown to Sprint for the 2017/18 TSO TRS is \$2,562,305.59

Background

7. The Act regulates the supply of telecommunications services in New Zealand.
8. Under subpart 2A of Part 3 of the Act, the Commission is required to produce a cost calculation determination for the deed.
9. This document is the draft determination made under section 94F of the Act, in respect of the deed, for the TSO period 1 July 2017 to 30 June 2018.
10. The closing date for submissions on this draft determination is 5pm, 18 September 2018. Submissions should be sent by email to: regulation.branch@comcom.govt.nz
11. Following the submission period a final cost calculation determination (final determination) will be published. The final determination will include an additional

¹ <http://www.mbie.govt.nz/info-services/sectorsindustries/technologycommunications/communications/telecommunications-relay-service>

amount payable for the time value of money over the period commencing at the end of the TSO period (30 June 2018) and ending on the date of the final determination.²

12. This draft determination does not include any confidential material.

Cost calculation for the TSO TRS

13. The deed requires the TRS provider to:
- 13.1 provide a range of conventional relay services including text-to-voice conversation, voice-to-text conversation, and speech-to-speech relay; and meet the following service quality measures (SQMs):³
- 13.1.1 *speed of answer for ordinary (non-emergency) calls*: at least 85% of calls must be answered by a Relay Assistant within 15 seconds; and
- 13.1.2 *call congestion for ordinary (non-emergency) calls*: no more than 5% of calls to the TRS system should receive a busy signal.
- 13.2 The deed also requires the TRS provider to meet the following SQMs for the Captioned Telephone (CapTel) service:
- 13.2.1 *corrected text accuracy*: a minimum of 98% accuracy for testing levels, not live traffic; and
- 13.2.2 *average transcription rate*: a minimum of 125 words per minute for testing levels, not live traffic.
14. Schedule 2 of the deed details a specified amount, calculated as the sum of an annual fixed charge and an annual variable charge.⁴
15. The total amount payable to Sprint is the specified amount, less any performance rebate calculated in accordance with the deed.⁵
16. Clause 8.3 of the deed requires the TRS provider to supply an annual audited report on each financial year to the Crown and to the Commission. The annual report must include the total billable minutes and sufficient information to enable the Commission to assess the TRS provider's compliance with the SQMs.⁶
17. The Commission received the annual audited TRS report for 2017/18 from Sprint on 31 July 2018.

² Section 94K(1)(e) of the Act requires the Commission to calculate the additional amount payable for the loss of use of the specified amount.

³ Telecommunications Service Obligations Deed for Telecommunications Relay Services, 7 July 2011, Schedule 3, Specified service quality measures.

⁴ Section 94G(b) of the Act stipulates that the draft determination must contain the dollar amount of the amount specified in the deed.

⁵ Section 94G(c) of the Act requires a reduction of the amount which would otherwise have been due under the deed where there is non-compliance with the deed.

⁶ This includes a self-assessment by the TRS provider of its compliance with the SQMs.

18. All charges listed in this draft determination exclude GST.

Fixed charges

19. The annual fixed charges for conventional relay services under Schedule 2 of the deed are shown in Table 5, in Appendix 1 of this draft determination. There is no fixed charge for conventional relay services for this TSO period (1 July 2017 to 30 June 2018).
20. The annual fixed charge for the CapTel service for this TSO period is \$780,672 as shown in Table 6 (Year 6) in Appendix 1 of this draft determination, taken from the amended Schedule 2 of the deed.
21. The combined annual fixed charge for conventional relay services and the CapTel service for this TSO period is therefore \$780,672.

Variable charges

22. The annual variable charge is calculated by adding together the traffic charge and any activity charge specified in Schedule 2 of the deed.
23. The traffic charge is determined by adding together the total call charges for each month of the financial year. The total call charge for a month is determined by multiplying the chargeable call volume (in whole minutes) for the month by the applicable per-minute charge.
24. The chargeable call volume is the combined duration in seconds (without any session level rounding) recorded for all relay calls in the month, converted to whole minutes. The duration of a relay call is the relay session time measured in seconds from when the incoming call to the TRS system is answered until the incoming call is released by the TRS system.

Variable charges price adjustment formula

25. Schedule 2 of the deed also includes a price adjustment formula. The variable charge per call minute is adjusted in accordance with the Statistics New Zealand Producer Price Index, Administrative Services. The Producer Price index used in the calculation of the Variable Charges Price Adjustment Formula was changed in Addendum 2 of the deed to better reflect the dominant labour cost component for delivering relay services, with the replacement formula taking effect from 1 July 2015.⁷

⁷ Previously, the price adjustment formula was calculated using the Statistics New Zealand Producer Price Index, Telecommunications, Internet and Library Services.

26. The price adjustment formula for this draft determination uses the average index for June 2016, September 2016, December 2016, and March 2017, with a base index of March 2014:⁸

$$\text{Adjustment multiplier 2017} = \frac{(\text{Jun 2016} + \text{Sep 2016} + \text{Dec 2016} + \text{Mar 2017})/4}{\text{Mar 2014}}$$

27. This equates to an adjustment multiplier of 1.035, as can be seen below:

$$\text{Adjustment multiplier 2017} = \frac{(1093 + 1112 + 1109 + 1103)/4}{1067}$$

28. The multiplier is applied to the per-minute traffic charges listed in Schedule 2 of the deed to create a new set of 2017/18 charges for conventional relay services and the CapTel service, as set out in Table 1 and Table 2.⁹

Table 1 – Variable cost schedule (conventional relay services)

Monthly call minute volume	Charge per call min (\$) (1 July 2015 - 30 Jun 2016)	Charge per call min (\$) (1 July 2016 - 30 Jun 2017)	Charge per call min (\$) (1 July 2017 - 30 Jun 2018)
0-20,000	6.55	6.63	6.72
20,001-40,000	4.19	4.24	4.29
40,001-60,000	3.32	3.36	3.40
60,000+	3.03	3.07	3.11

Table 2 – Variable cost schedule (CapTel service)

Monthly call minute volume	Charge per call min (\$) (1 July 2015 - 30 Jun 2016)	Charge per call min (\$) (1 July 2016 - 30 Jun 2017)	Charge per call min (\$) (1 July 2017 - 30 Jun 2018)
12,500+	1.72	1.74	1.76

Specified amount

29. Table 3 shows the total cost calculation for the 2017/18 conventional relay services; based on the billable minutes for each month, the traffic charges listed in Table 1, and the fixed charge outlined in paragraph 19. As noted in paragraph 19, there is no fixed charge for this period.

⁸ The adjustment multiplier formula is taken from the Telecommunications Service Obligations Deed for Telecommunications Relay Services, 7 July 2011, Schedule 2, Annual Variable Charge.

⁹ Variable cost schedules from earlier TSO periods can be found in the cost calculation determinations for each relevant period, available at <https://comcom.govt.nz/regulated-industries/telecommunications/industry-levy-and-service-obligations/telecommunications-service-obligations/previous-trs-cost-calculations>.

Table 3 – Total financial charges for conventional relay services

Month	Total billable mins	Price per min (\$)	Variable charge (\$)	Fixed charge (\$)	Total amount due (\$)
Jul-17	19,044	\$6.72	\$127,975.68	\$0.00	\$127,975.68
Aug-17	19,865	\$6.72	\$133,492.80	\$0.00	\$133,492.80
Sep-17	18,569	\$6.72	\$124,783.68	\$0.00	\$124,783.68
Oct-17	20,021	\$4.29	\$85,890.09	\$0.00	\$85,890.09
Nov-17	19,211	\$6.72	\$129,097.92	\$0.00	\$129,097.92
Dec-17	19,353	\$6.72	\$130,052.16	\$0.00	\$130,052.16
Jan-18	22,059	\$4.29	\$94,633.11	\$0.00	\$94,633.11
Feb-18	19,915	\$6.72	\$133,828.80	\$0.00	\$133,828.80
Mar-18	20,891	\$4.29	\$89,622.39	\$0.00	\$89,622.39
Apr-18	18,561	\$6.72	\$124,729.92	\$0.00	\$124,729.92
May-18	19,025	\$6.72	\$127,848.00	\$0.00	\$127,848.00
Jun-18	19,751	\$6.72	\$132,726.72	\$0.00	\$132,726.72
Totals	236,265		\$1,434,681.27	\$0.00	\$1,434,681.27

30. The Activity Charges section of Schedule 2 of the deed includes an Annual Updating Charge, which allows Sprint to recoup the Travel Expenses and Conference Expenses of the Ministry of Business, Innovation and Employment's TRS Contract Administrator (or designated alternate) attending the annual STARS conference, or similar events.¹⁰ There were no Activity Charges incurred for this TSO period.
31. Table 4 shows the total cost calculation for the 2017/18 CapTel service, which is based on the billable minutes for each month, the traffic charge listed in Table 2, and the fixed charge outlined in paragraph 20.¹¹

Table 4 – Total financial charges for the CapTel service

Month	Billable Captel mins	Price per min (\$)	Variable charge (\$)	Fixed charge (\$)	Total amount due(\$)
Jul-17	17,740	\$1.76	\$31,222.40	\$65,056.00	\$96,278.40
Aug-17	16,778	\$1.76	\$29,529.28	\$65,056.00	\$94,585.28
Sep-17	16,644	\$1.76	\$29,293.44	\$65,056.00	\$94,349.44
Oct-17	17,037	\$1.76	\$29,985.12	\$65,056.00	\$95,041.12
Nov-17	16,013	\$1.76	\$28,182.88	\$65,056.00	\$93,238.88
Dec-17	16,332	\$1.76	\$28,744.32	\$65,056.00	\$93,800.32
Jan-18	16,331	\$1.76	\$28,742.56	\$65,056.00	\$93,798.56
Feb-18	13,677	\$1.76	\$24,071.52	\$65,056.00	\$89,127.52
Mar-18	16,183	\$1.76	\$28,482.08	\$65,056.00	\$93,538.08
Apr-18	16,284	\$1.76	\$28,659.84	\$65,056.00	\$93,715.84
May-18	17,995	\$1.76	\$31,671.20	\$65,056.00	\$96,727.20
Jun-18	16,118	\$1.76	\$28,367.68	\$65,056.00	\$93,423.68
Totals	197,132		\$346,952.32	\$780,672.00	\$1,127,624.32

¹⁰ Telecommunications Service Obligations Deed for Telecommunications Relay Services, 7 July 2011, Schedule 2, Activity Charges.

¹¹ Only CapTel minutes over 12,500 are billable and contribute to the variable charge.

32. The monthly fixed charge in Table 4 is calculated by dividing the annual fixed charge by 12.
33. The combined variable charge for conventional relay services (\$1,434,681.27) and CapTel (\$346,952.32) is \$1,781,633.59
34. The specified amount for this TSO period is the total fixed charge (fixed charge for conventional relay services plus fixed charge for CapTel service) plus the total variable charge (variable charge for conventional relay services plus variable charge for CapTel service), which comes to \$2,562,305.59

Performance rebate

35. The draft determination must include any price reduction of the amount that the TSO provider would receive from the Crown if its service performance does not comply with the deed.¹²
36. This price reduction, described in Schedule 2 of the deed as a performance rebate, takes account of two categories of compliance assessment: service availability and service quality. The price reduction is calculated by identifying the applicable discounts (if any) for each category and then subtracting them from the specified amount.¹³
37. The service availability discount would have applied if the conventional TRS launch was delayed beyond 1 October 2011. As the conventional TRS was launched on time, in 2011, the service availability discount does not apply for this TSO period. The deed does not specifically mention a service availability discount for the CapTel service, so it has not been assessed as part of this draft determination.
38. Sprint's audited annual report shows that it has complied with all of the applicable SQMs in the deed as listed in paragraph 13 of this draft determination. Therefore, there is no price reduction for this TSO period.

¹² See above, footnote 4.

¹³ Telecommunications Service Obligations Deed for Telecommunications Relay Services, 7 July 2011, Schedule 2, Performance Rebate.

Summary

39. This draft determination calculates the amount payable by the Crown to Sprint for the 2017/18 TSO TRS.
40. The total amount payable was calculated by adding the total annual fixed costs and variable costs for conventional relay services and the CapTel service, using the charges set out in the deed. There were no Activity Charges incurred for this TSO period. There were also no price reductions because Sprint met all of the required SQMs.
 - 40.1 The total annual fixed charge is \$780,672.00;
 - 40.2 The total annual variable charge is \$1,781,633.59; and
 - 40.3 The total amount payable by the Crown to the TRS provider is **\$2,562,305.59**

Appendix 1 – Fixed charges

Table 5 - Fixed Charges for conventional relay services (GST exclusive)¹⁴

	30 Sep 2011 – 30 June 2012	1 July 2012 – 30 June 2013	1 July 2013 – 30 June 2014 ¹⁵	1 July 2014 – 30 June 2015	1 July 2015 – 30 June 2016	1 July 2016 – 30 June 2017	1 July 2017 – 30 June 2018	1 July 2018 – 20 June 2019
Fixed Charge	\$145,120	\$148,748	\$152,467	\$156,278	\$160,185	\$0	\$0	\$0

Table 6 – Fixed charges for the CapTel service¹⁶

	Year 1	Year 2	Year 3	Year 4 ¹⁷	Year 5	Year 6	Year 7	Year 8
Fixed Charge	\$360,000	\$600,000	\$615,000	\$630,375 (1 July 2014 – 1 March 2015) \$724,931 (2 March 2015 – 30 June 2015)	\$743,054	\$761,631	\$780,672	\$800,188

¹⁴ Telecommunications Service Obligations Deed for Telecommunications Relay Services, 7 July 2011, Schedule 2, Annual Fixed Charge.

¹⁵ It is assumed that the dates for the third financial period in Table 5 should be 1 July 2013 – 30 June 2014 (incorrectly printed in the deed as 1 July 2014 – 30 June 2014).

¹⁶ Telecommunications Service Obligations Deed for Telecommunications Relay Services, 7 July 2011, Schedule 2, Annual Fixed Charge.

¹⁷ It is assumed that the dates for Year 4 in Table 6 should be 1 July 2014 – 1 March 2015 (incorrectly printed in the deed as 1 July 2014 – 14 December 2014) and 2 March 2015 – 30 June 2015.

Appendix 2 – Legal framework

The framework for the determination

41. Part 3 of the Act facilitates the supply of certain telecommunications services to groups of end-users who may not otherwise be supplied those services on a commercial basis or at an affordable price.
42. Subpart 2A of Part 3 prescribes the annual procedures for determining the amounts payable by the Crown to the TRS provider in respect of its TSO instruments.
43. The Commission is required under section 93 to make an annual assessment of the TRS provider's compliance with its TSO instruments. Accordingly, the Commission must assess the TRS provider's compliance with the deed.
44. Section 94F requires the Commission to prepare a draft TSO cost calculation determination for the TRS:

94F Commission to prepare draft TSO cost calculation determination

- (1) The Commission must—
 - (a) prepare a draft TSO cost calculation determination in respect of each TSO instrument for each financial year; and
 - (b) give public notice of that draft determination; and
 - (c) include in the public notice the closing date for submissions, which must be not later than 20 working days after the date of giving public notice.
- (2) The Commission must make reasonable efforts to do the things referred to in subsection [\(1\)](#) not later than 120 working days after the end of the financial year.

45. Section 94G sets out the matters that must be included in the Commission's draft TSO cost calculation determination for the TRS. As the deed includes a specified amount, the draft determination need only include the following matters set out under section 94G(b) to (e):

94G Matters to be included in draft TSO cost calculation determination

A draft TSO cost calculation determination must include,—...

- (b) if the TSO instrument contains a specified amount, the dollar amount of the specified amount and all material information that—
 - (i) relates to the calculation of that amount; and
 - (ii) would not, in the opinion of the Commission, be likely to unreasonably prejudice the commercial position of the TSO provider; and

- (c) the amount (if any) by which the total amount that the TSO provider would receive from the Crown in relation to the TSO instrument must be reduced because the TSO provider has not complied with the TSO instrument; and
- (d) the methodology applied by the Commission in preparing the determination; and
- (e) the reasons for the determination.

46. Section 94H of the Act requires the Commission to consider the steps taken (if any) by the TSO provider (the TRS provider) to remedy any non-compliance with the TSO instrument:

94H Requirements for draft TSO cost calculation determination

In preparing a draft TSO cost calculation determination of the matters referred to in section 94G(c), the Commission must consider the steps taken (if any) by the TSO provider to remedy any non-compliance by the TSO provider with the TSO instrument between the date the TSO provider was notified of the non-compliance under section 93(b) and the date that is 15 working days before public notice is given under section 94F(1)(b).

47. Section 94J set outs the requirements that the Commission must follow in preparing the final TSO cost calculation determination for the TRS:

94J Commission to prepare final TSO cost calculation determination

- (1) The Commission must—
 - (a) prepare a final TSO cost calculation determination; and
 - (b) give public notice of that final determination; and
 - (c) give a copy of that final determination to the Minister, all liable persons, and the TSO providers in relation to the TSO instrument.
- (2) The Commission must make reasonable efforts to do the things referred to in subsection (1) not later than 40 working days after the closing date for submissions specified in accordance with section [94F\(1\)\(c\)](#).
- (3) This section is subject to sections [94](#) and [94C](#).

48. Section 94K sets out the matters that must be included in the Commission's final TSO cost calculation determination for the TRS. As the deed includes a specified amount, the final determination need only include the following matters set out under section 94K(1)(b) to (g):

94K Matters to be included in final TSO cost calculation determination

- (1) A final TSO cost calculation determination must include,—
 - (b) if the TSO instrument contains a specified amount, the dollar amount of the specified amount and all material information that—

- (i) relates to the calculation of that amount; and
 - (ii) would not, in the opinion of the Commission, be likely to unreasonably prejudice the commercial position of the TSO provider; and
- (c) the amount (if any) by which the total amount that the TSO provider would receive from the Crown in relation to the TSO instrument must be reduced because the TSO provider has not complied with the TSO instrument; and
- (d) the amount payable by the Crown to the TSO provider in relation to the TSO instrument in respect of the financial year calculated—...
- (ii) in the case of a TSO instrument that contains a specified amount, by subtracting the amount of the reduction (if any) referred to in paragraph (c) from the specified amount referred to in paragraph (b) ; and
- (e) the amount payable by the Crown to the TSO provider in relation to the TSO instrument for the loss of use of the amount referred to in paragraph (d), calculated at the 90-day bank bill rate (as at the date of the final determination) for the period commencing from the end of the financial year and ending with the date of the final TSO cost calculation determination; and
- (f) the methodology used by the Commission in preparing the determination; and
- (g) the reasons for the determination.