

Draft Cost Calculation Determination for the Telecommunications Relay Services TSO Instrument for the period between 1 July 2019 and 30 June 2020

The Commission:

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List of defined terms and abbreviations

Act	Telecommunications Act 2001
CapTel	Captioned Telephone service
Deed	TSO deed for TRS between the Crown and Sprint dated 7 July 2011 (includes: Addendum One dated 27 September 2011, Addendum Two dated 15 February 2015, Addendum Three dated 3 July 2018, Variation deed dated 3 April 2019 and Variation deed dated 1 April 2020)
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 2019 to 30 June 2020, 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 2019 to 30 June 2020.

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 2019 to 30 June 2020.
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. It was amended by Addendum 1 signed on 27 September 2011, Addendum 2 signed on 15 February 2015, Addendum 3 signed on 3 July 2018, Variation deed 4 signed on 3 April 2019, and a further Variation deed dated 1 April 2020. It is a TSO instrument under section 70 of the Act.
 - 4.1 The Variation deed signed on 3 April 2019 extended the term of the deed by one year until 30 June 2020 and specifies fixed and variable charges for this 2019/20 period.
 - 4.2 A Variation deed dated 1 April 2020 again extends the term of the deed by one year until 30 June 2021. It specifies a fixed and variable charges for the 2020/21 period and has no effect on this 2019/20 determination.
5. This draft determination sets out the specified amount payable by the Crown to Sprint for the 2019/20 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 2019/20 TSO TRS is \$3,428,016.79.

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 2019 to 30 June 2020.

Submissions

10. The closing date for submissions on this draft determination is 5pm on Tuesday 6 October 2020. Please make your submission via the [2019/20 TRS cost calculation project page](#). The project page will direct you to a form with instructions on how to upload your submission.
11. When including commercially sensitive or confidential information in your submission, we offer the following guidance:
 - 11.1 Provide a clearly labelled confidential version and public version. We intend to publish all public versions on our website;
 - 11.2 Provide reasons alongside any information in the confidential version as to why it is commercially sensitive or confidential information; and
 - 11.3 The responsibility for ensuring confidential information is not included in a public version of a submission rests entirely with the party making the submission.
12. Following the submission period, a final cost calculation determination (final determination) will be published. The final determination will include an additional amount payable for the time value of money over the period commencing at the end of the TSO period (30 June 2020) and ending on the date that MBIE pay the invoice.¹
13. This draft determination does not include any confidential material.

Cost calculation for the TSO TRS

14. The deed requires the TRS provider to:
 - 14.1 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):²
 - 14.1.1 *speed of answer for ordinary (non-emergency) calls*: at least 85% of calls must be answered by a Relay Assistant within 15 seconds; and
 - 14.1.2 *call congestion for ordinary (non-emergency) calls*: no more than 5% of calls to the TRS system should receive a busy signal.
 - 14.2 The deed also requires the TRS provider to meet the following SQMs for the Captioned Telephone (CapTel) service:
 - 14.2.1 *corrected text accuracy*: a minimum of 98% accuracy for testing levels, not live traffic; and

¹ 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.

² Telecommunications Service Obligations Deed for Telecommunications Relay Services, 7 July 2011, Schedule 3, Specified service quality measures.

14.2.2 *average transcription rate*: a minimum of 125 words per minute for testing levels, not live traffic.

15. Schedule 2 of the deed details a specified amount, calculated as the sum of an annual fixed charge and an annual variable charge.³
16. The total amount payable to Sprint is the specified amount, less any performance rebate calculated in accordance with the deed.⁴
17. 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.⁵
18. The Commission received the annual audited TRS report for 2019/20 from Sprint on 14 August 2020.
19. All charges listed in this draft determination exclude GST.

Fixed charges

20. 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. The annual fixed charge for conventional relay services for this TSO period is \$222,852.
21. The annual fixed charge for the CapTel service for this TSO period is \$840,000 as shown in Table 6 (Year 9) in Appendix 1 of this draft determination, taken from the amended Schedule 2 of the deed.
22. The combined annual fixed charge for conventional relay services and the CapTel service for this TSO period is therefore \$1,062,852.

Variable charges

23. The annual variable charge is calculated by adding together the traffic charge and any activity charge specified in Schedule 2 of the deed.
24. 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.
25. 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

³ Section 94G(b) of the Act stipulates that the draft determination must contain the dollar amount of the amount specified in the deed.

⁴ 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.

⁵ This includes a self-assessment by the TRS provider of its compliance with the SQMs.

the incoming call to the TRS system is answered until the incoming call is released by the TRS system.

26. The Variation deed signed on 3 April 2019 that extended the term of the deed by one year until 30 June 2020 provides for a flat-rate variable charge for both conventional relay services and the CapTel service for the 2019/20 period, as set out in Table 1 and Table 2.

Table 1 – Variable charge schedule (conventional relay services)

Monthly call minute volume	Charge per call min (NZD) (1 July 2019 - 30 Jun 2020)
> 0	7.63

Table 2 – Variable charge schedule (CapTel service)

Monthly call minute volume	Charge per call min (NZD) (1 July 2019 - 30 Jun 2020)
> 0	1.79

Specified amount

27. Table 3 shows the total cost calculation for the 2019/20 conventional relay services; based on the billable minutes for each month, the variable charges listed in Table 1, and the fixed charge outlined in paragraph 20.

Table 3 – Total financial charges for conventional relay services

Month	Total billable mins	Price per min (\$)	Variable charge (\$)	Fixed charge (\$)	Total amount due (\$)
Jul-19	18,516	\$7.63	\$141,277.08	\$18,571.00	\$159,848.08
Aug-19	19,257	\$7.63	\$146,930.91	\$18,571.00	\$165,501.91
Sep-19	18,745	\$7.63	\$143,024.35	\$18,571.00	\$161,595.35
Oct-19	19,546	\$7.63	\$149,135.98	\$18,571.00	\$167,706.98
Nov-19	20,562	\$7.63	\$156,888.06	\$18,571.00	\$175,459.06
Dec-19	19,353	\$7.63	\$147,663.39	\$18,571.00	\$166,234.39
Jan-20	17,797	\$7.63	\$135,791.11	\$18,571.00	\$154,362.11
Feb-20	18,406	\$7.63	\$140,437.78	\$18,571.00	\$159,008.78
Mar-20	27,270	\$7.63	\$208,070.10	\$18,571.00	\$226,641.10
Apr-20	22,231	\$7.63	\$169,622.53	\$18,571.00	\$188,193.53
May-20	20,905	\$7.63	\$159,505.15	\$18,571.00	\$178,076.15
Jun-20	19,588	\$7.63	\$149,456.44	\$18,571.00	\$168,027.44
Totals	242,176		\$1,847,802.88	\$222,852.00	\$2,070,654.88

28. 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.⁶ There were no Activity Charges incurred for this TSO period.

29. Table 4 shows the total cost calculation for the 2019/20 CapTel service, which is based on the billable minutes for each month, the variable charge listed in Table 2, and the fixed charge outlined in paragraph 21.

Table 4 – Total financial charges for the CapTel service

Month	Billable CapTel mins ⁷	Price per min (\$)	Variable charge (\$)	Fixed charge (\$)	Total amount due (\$)
Jul-19	24,726	\$1.79	\$44,259.54	\$70,000.00	\$114,259.54
Aug-19	22,132	\$1.79	\$39,616.28	\$70,000.00	\$109,616.28
Sep-19	21,223	\$1.79	\$37,989.17	\$70,000.00	\$107,989.17
Oct-19	22,492	\$1.79	\$40,260.68	\$70,000.00	\$110,260.68
Nov-19	21,445	\$1.79	\$38,386.55	\$70,000.00	\$108,386.55
Dec-19	20,541	\$1.79	\$36,768.39	\$70,000.00	\$106,768.39
Jan-20	21,287	\$1.79	\$38,103.73	\$70,000.00	\$108,103.73
Feb-20	20,417	\$1.79	\$36,546.43	\$70,000.00	\$106,546.43
Mar-20	30,366	\$1.79	\$54,355.14	\$70,000.00	\$124,355.14
Apr-20	31,323	\$1.79	\$56,068.17	\$70,000.00	\$126,068.17
May-20	29,058	\$1.79	\$52,013.82	\$70,000.00	\$122,013.82
Jun-20	24,019	\$1.79	\$42,994.01	\$70,000.00	\$112,994.01
Totals	289,029		\$517,361.91	\$840,000.00	\$1,357,361.91

30. The combined variable charge for conventional relay services (\$1,847,802.88) and CapTel (\$517,361.91) is \$2,365,164.79.
31. 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 \$3,428,016.79.

Performance rebate

32. 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.⁸
33. 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

⁶ Telecommunications Service Obligations Deed for Telecommunications Relay Services, 7 July 2011, Schedule 2, Activity Charges.

⁷ In previous years the CapTel fixed cost has included the first 12,500 CapTel minutes. The variation deed for the 2019/20 period provides that all CapTel minutes from 0 are billable at the variable rate specified in table 2 of this document.

⁸ See above, footnote 4.

discounts (if any) for each category and then subtracting them from the specified amount.⁹

34. 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.
35. Sprint's audited annual report shows that it has complied with all of the applicable SQMs in the deed as listed in paragraph 14 of this draft determination. Therefore, there is no price reduction for this TSO period.

Summary

36. This draft determination calculates the amount payable by the Crown to Sprint for the 2019/20 TSO TRS.
37. 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.
 - 37.1 The total annual fixed charge is \$1,062,852.00;
 - 37.2 The total annual variable charge is \$2,365,164.79; and
 - 37.3 The total amount payable by the Crown to the TRS provider is **\$3,428,016.79**.

⁹ Telecommunications Service Obligations Deed for Telecommunications Relay Services, 7 July 2011, Schedule 2, Performance Rebate.

Appendix 1 – Fixed charges

38. Tables 5 and 6 are applicable until 30 June 2020. They are a combination of the fixed charges that are specified in the deed and its subsequent amendments.

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

	30 Sep 2011 – 30 June 2012	1 July 2012 – 30 June 2013	1 July 2013 – 30 June 2014	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 – 30 June 2019	1 July 2019 – 30 June 2020
Fixed Charge	\$145,120	\$148,748	\$152,467	\$156,278	\$160,185	\$0	\$0	\$0	\$222,852

Table 6 – Fixed charges for the CapTel service

	Year 1	Year 2	Year 3	Year 4 ¹⁰	Year 5	Year 6	Year 7	Year 8	Year 9
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	\$840,000

¹⁰ 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

39. 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.
40. 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.
41. 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.
42. 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.

43. 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.

44. 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).

45. 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.

46. 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.