

**Before the
Federal Communications Commission
Washington, D.C. 20554**

In the Matter of	)	
	)	
Telecommunications Relay Services and Speech-	)	CG Docket No. 03-123
to-Speech Services for Individuals with Hearing	)	
and Speech Disabilities	)	
	)	
Structure and Practices of the Video Relay Service	)	CG Docket No. 10-51
Program	)	
	)	

ORDER

Adopted: July 1, 2025

Released: July 1, 2025

By the Chief, Consumer and Governmental Affairs Bureau:

I. INTRODUCTION

1. In this Order, the Consumer and Governmental Affairs Bureau (CGB or Bureau) of the Federal Communications Commission (Commission) sets per-minute provider compensation for certain telecommunications relay services (TRS) supported by the Interstate TRS Fund (TRS Fund, or Fund) for the Fund Year beginning July 1, 2025, and ending June 30, 2026 (Fund Year 2025-26).¹ For Fund Year 2025-26, the per-minute compensation for interstate TRS provided through state programs shall be: (1) for traditional (TTY-based) TRS, \$7.3512; (2) for speech-to-speech relay service (STS), \$8.4822; and (3) for captioned telephone service (CTS), \$3.1893. Per-minute compensation for Fund Year 2025-26 for IP Relay shall be \$2.1970, and, for Video Relay Service (VRS), \$8.33 for small providers, who provide 1 million monthly minutes or fewer; \$6.73 for Tier 1, applicable to a provider's first 1 million monthly minutes; \$4.21 for Tier II, applicable to a provider's monthly minutes in excess of 1 million; and a \$0.21 additive rate for Video-Text service. Per-minute compensation for Fund Year 2025-26 for IP CTS shall be \$1.05 for service using only automatic speech technology, \$1.40 for service using a communications assistant (CA), and a supplemental rate of \$0.22 for CA-assisted service when the CA is paid a threshold amount. The Bureau will shortly issue an order addressing the total TRS funding requirements and contribution factors for Fund Year 2025-26.

II. BACKGROUND

2. *Analog TRS.* Interstate compensation rates for analog relay services provided through state TRS programs are recalculated annually using the Multi-State Average Rate Structure (MARS) methodology adopted by the Commission in 2007.² The per-minute compensation for interstate use of

¹ TRS enables an individual who is deaf, hard of hearing, or deafblind or who has a speech disability to communicate by telephone or other device through the telephone system. See 47 U.S.C. § 225(a)(3). TRS is provided in a variety of ways. Currently, interstate TRS calls and all Internet Protocol (IP) based TRS calls, both intrastate and interstate, are supported by the Fund. 47 CFR § 64.604(c)(5)(ii).

² See *Telecommunications Relay Services and Speech-to-Speech Services for Individuals with Hearing and Speech Disabilities, Report and Order and Declaratory Ruling*, 22 FCC Rcd 20140, 20151-61, paras. 16-38 (2007) (2007 TRS Compensation Methodology Order).

each relay service is determined based on the average per-minute payment, under state TRS programs, for intrastate use of the relay service in the previous Fund Year.³

3. *IP Relay.* On June 30, 2022, the Commission adopted a four-year compensation plan for IP Relay.⁴ The Commission set a compensation rate of \$1.9576 per minute, subject to annual adjustment by application of an inflation factor based on a cost index compiled by the U.S. Department of Labor.⁵ In December 2023, the Commission adopted a technical amendment to clarify how the inflation adjustment factor should be calculated.⁶

4. *VRS Compensation.* On September 28, 2023, the Commission adopted a five-year compensation plan for VRS.⁷ For VRS providers handling 1 million or fewer VRS minutes per month, the Commission set a compensation rate of \$7.77 per minute for all minutes, and, for VRS providers handling more than 1 million VRS minutes per month, the Commission set a compensation rate of \$6.27 per minute for the first 1 million minutes and \$3.92 per minute for all additional monthly minutes.⁸ Additionally, for Video-Text service, the Commission set a compensation additive of \$0.19 per minute.⁹ These rates are subject to annual adjustment by application of an inflation factor based on a cost index compiled by the U.S. Department of Labor.¹⁰

5. *IP CTS Compensation.* On July 31, 2024, the Commission adopted a five-year compensation plan for IP CTS.¹¹ For IP CTS using only automatic speech technology, the Commission established a glide path with an initial compensation rate of \$1.17 per minute, a second-year rate of \$1.05 per minute, and a rate of \$0.95 per minute for the third through fifth years of the compensation plan.¹² For IP CTS using a CA, the Commission set a compensation rate of \$1.35 per minute and a supplemental rate of \$0.21 per minute for CA-assisted service when the CA's wages equal or exceed a threshold

³ *Id.*

⁴ *Telecommunications Relay Services and Speech-to-Speech Services for Individuals with Hearing and Speech Disabilities; Petition for Rulemaking of Sprint Corporation*, CG Docket No. 03-123 and RM-11820, Report and Order, 37 FCC Rcd 8009 (2022) (2022 *IP Relay Compensation Order*).

⁵ *Id.* at 8013, para. 9.

⁶ *Telecommunications Relay Services and Speech-to-Speech Services for Individuals with Hearing and Speech Disabilities; Structure and Practices of the Video Relay Service Program; Petition for Rulemaking and Interim Waiver of Convo Communications, LLC*, CG Docket Nos. 03-123 and 10-51, Report and Order and Order, 38 FCC Rcd 12750, 12765-66, paras. 38-40 (2023).

⁷ *Telecommunications Relay Services and Speech-to-Speech Services for Individuals with Hearing and Speech Disabilities; Structure and Practices of the Video Relay Service Program*, CG Docket Nos. 03-123 and 10-51, Report and Order and Further Notice of Proposed Rulemaking, 38 FCC Rcd 9157 (2023) (2023 *VRS Compensation Order*).

⁸ *Id.* at 9159, para. 4.

⁹ *Id.*

¹⁰ *Id.*

¹¹ *Internet Protocol Captioned Telephone Service Compensation; Telecommunications Relay Services and Speech-to-Speech Services for Individuals with Hearing and Speech Disabilities; Misuse of Internet Protocol Captioned Telephone Service*, CG Docket Nos. 22-408, 03-123, and 13-24, Report and Order and Order, FCC 24-81 (July 31, 2024) (2024 *IP CTS Compensation Order*).

¹² *Id.* at 32-33, paras. 72-75.

amount;¹³ both rates are subject to annual adjustment by application of an inflation factor based on a cost index compiled by the U.S. Department of Labor.¹⁴

6. On April 30, 2025, the TRS Fund administrator, Rolka Loube Saltzer Associates LLC (Rolka Loube), submitted to the Commission an annual report on the TRS Fund with recommendations for provider compensation, the TRS Fund budget, and contribution factors for the 2025-26 Fund Year.¹⁵ On May 22, 2025, the Bureau sought comment on the administrator's recommendations.¹⁶ On June 6, 2025, the Commission received comments from Hamilton Relay, Inc. (Hamilton) and the Small Company Coalition.¹⁷ On June 9, 2025, Rolka Loube submitted to the Commission a Supplemental Report that updates the figures for IP CTS CA demand, IP CTS CA supplemental demand, the projected Fund balance, anticipated intrastate and interstate revenues, and the analog and IP-based contribution factors.¹⁸

III. TRS COMPENSATION FOR FUND YEAR 2025-26

7. *Traditional TRS, STS, and CTS.* For traditional TRS, STS, and CTS, we approve Rolka Loube's per-minute compensation recommendations for the 2025-26 Fund Year: \$7.3512 for interstate traditional TRS; \$8.4822 for interstate STS; and \$3.1893 for interstate CTS. These compensation levels represent increases in per-minute compensation of approximately 20.1% for traditional TRS, 16.9% for STS, and 14.4% for CTS.¹⁹ Under the MARS methodology, per-minute compensation for interstate use of each of these relay services is determined by aggregating state programs' payments for intrastate use of the relay service in the previous Fund Year and dividing total state payments by total intrastate minutes.²⁰ The calculation of MARS support levels for the current year is shown in Rolka Loube's report.²¹

¹³ *Id.* at 33-35, paras. 76-81. The rate supplement is applicable to those minutes for which the CA producing captions is paid a "Minimum Hourly Wage." 47 CFR § 64.641(c)(1). This amount, initially set at \$17.20 per hour, is adjusted annually by the same factor applicable to the rates for CA-assisted service. *Id.* § 64.641(c).

¹⁴ 2024 IP CTS Compensation Order at 35-36, paras. 83-87.

¹⁵ Rolka Loube Saltzer Associates LLC, Interstate Telecommunications Relay Services Fund: Payment Formula and Fund Size Estimate, CG Docket Nos. 03-123 and 10-51 (filed Apr. 30, 2025), <https://www.fcc.gov/ecfs/document/10506166960326/1> (2025 TRS Fund Report). Each May, the Fund administrator recommends TRS payment formulas and revenue requirements for the next Fund Year. 47 CFR § 64.604(c)(5)(iii)(E), (H).

¹⁶ *TRS Fund Administrator Submits Payment Formulas and Funding Requirements for the Telecommunications Relay Services Fund*, CG Docket No. 03-123, Public Notice, DA 25-408 (CGB May 22, 2025) (2025 TRS Report Public Notice).

¹⁷ Hamilton Relay, Inc. Comments, CG Docket Nos. 03-123 and 10-51 (rec. June 6, 2025) (Hamilton Comments); Small Company Coalition Comments, CG Docket Nos. 03-123 and 10-51 (rec. June 6, 2025) (Small Company Coalition Comments). The Small Company Coalition raises questions about how disbursements to TRS providers are being utilized, costs to provide services, volume of use, and profit margin. Small Company Coalition Comments at 3. These are questions that the Commission addresses when it adopts rules establishing the methodologies and base rates for compensating TRS providers. The scope of this Bureau-level Order is limited to adjusting compensation rates for the upcoming Fund Year in accordance with the directions set forth in the Commission's rules.

¹⁸ Rolka Loube Saltzer Associates LLC, Interstate Telecommunications Relay Service Fund Payment Formula and Fund Size Estimate Supplemental Report, CG Docket Nos. 03-123 and 10-51 (filed June 9, 2025). <https://www.fcc.gov/ecfs/search/search-filings/filing/106102067923415> (2025) TRS Fund Report Supplement).

¹⁹ 2025 TRS Fund Report at 8-12.

²⁰ See 2007 TRS Compensation Methodology Order, 22 FCC Rcd at 20151-61, paras. 16-38. Consistent with previous compensation determinations, the STS plan includes a supplemental per-minute amount (\$1.1311) to be used for STS outreach. 2025 TRS Fund Report at 8-12; see also 2007 TRS Compensation Methodology Order, 22 FCC Rcd at 20170, para. 57.

²¹ 2025 TRS Fund Report at 8-12.

Hamilton supports the administrator's recommendations,²² and no commenter opposes them. We conclude that Rolka Loube's recommended formulas correctly apply the MARS methodology.

8. *IP Relay*. Pursuant to the four-year IP Relay compensation plan adopted by the Commission in 2022,²³ the per-minute compensation rate for Fund Year 2025-26 is the current year's compensation rate plus an inflation adjustment. The amount of this adjustment, 3.38%, is determined by the change in the Employment Cost Index for private industry workers in professional, scientific, and technical services (the Index), as compiled by the Bureau of Labor Statistics of the U.S. Department of Labor, between the fourth quarter of 2023 (4Q 2023) and the fourth quarter of 2024 (4Q 2024).²⁴ No party disputes Rolka Loube's application of the 2022 *IP Relay Compensation Order*. We conclude that Rolka Loube's recommendation correctly applies the 2022 *IP Relay Compensation Order*. The IP Relay compensation rate for Fund Year 2025-26 is \$2.1970 per minute.

9. *VRS*. Pursuant to the five-year VRS compensation plan adopted by the Commission in 2023,²⁵ the per-minute compensation rates for Fund Year 2025-26 are the current year's compensation rates plus an inflation adjustment. The amount of this adjustment, 3.38%, is determined in the same manner as for IP Relay.²⁶ No party disputes Rolka Loube's application of the 2023 *VRS Compensation Order*. We conclude that Rolka Loube's recommendation correctly applies the 2023 *VRS Compensation Order*. The VRS per-minute compensation rates for Fund Year 2025-26 are \$8.33 for small providers, who provide 1 million monthly minutes or fewer; \$6.73 for Tier I, applicable to a provider's first 1 million monthly minutes, \$4.21 for Tier II, applicable to a provider's monthly minutes in excess of 1 million; and a \$0.21 additive rate for Video-Text service.

10. *IP CTS*. Pursuant to the five-year IP CTS compensation plan adopted by the Commission in 2024, for IP CTS using only automatic speech technology, the per-minute compensation rate for Fund Year 2025-26 is the current year's compensation rate reduced by approximately 10%.²⁷ For IP CTS using a CA, the per-minute compensation and supplemental rates for Fund Year 2025-26 are the current year's rates plus an inflation adjustment. The amount of this adjustment, 3.38%, is determined in the same manner as for IP Relay and VRS.²⁸ Hamilton believes that Rolka Loube's application of the 2024 *IP CTS Rate Order* is correct,²⁹ and no party disputes the administrator's calculations. We conclude that Rolka Loube's recommendation correctly applies the 2024 *IP CTS Rate Order*. The IP CTS per-minute compensation rates for Fund Year 2025-26 are \$1.05 for service using only automatic speech technology,

²² Hamilton Comments at 2-5. Hamilton suggests the Commission pursue a separate rulemaking to address concerns about the declining use of analog TRS services, transitioning to IP-based equivalents, and the possibility that States may discontinue their TRS programs. *Id.* Such a step, which would exceed the scope of this Bureau-level order, is a matter for possible consideration by the full Commission.

²³ See generally 2022 *IP Relay Compensation Order*.

²⁴ See *id.* at 8025, para. 43; 47 CFR § 64.640(c)-(d). This index is found at <https://beta.bls.gov/dataViewer/view/timeseries/CIS20154000000001>. The formula also may be adjusted for recovery of exogenous costs. See *id.* § 64.640(e). However, no IP Relay provider has requested compensation for any exogenous costs.

²⁵ See generally 2023 *VRS Compensation Order*, 38 FCC Rcd 9157.

²⁶ See *id.* at 9159, para. 4.

²⁷ This reduction occurs annually for the first three years of the compensation plan; the rate will remain static for the fourth and fifth years. 2024 *IP CTS Compensation Order* at 32, para. 73.

²⁸ *Id.* at 35-36, paras. 83-87.

²⁹ Hamilton Comments at 5.

\$1.40 for service using a CA, and a supplemental rate of \$0.22 for CA-assisted service when the CA is paid a wage of at least \$17.78 per hour.³⁰

IV. PROCEDURAL MATTERS

11. *Accessible Materials.* To request materials in accessible formats for people with disabilities (Braille, large print, electronic files, audio format), send an e-mail to fcc504@fcc.gov or call the Consumer and Governmental Affairs Bureau at 202-418-0530.

V. ORDERING CLAUSES

12. Accordingly, IT IS ORDERED, pursuant to section 225 of the Communications Act of 1934, as amended, 47 U.S.C. § 225, and sections 0.141, 0.361, 1.3 and 64.604(c)(5)(iii) of the Commission's rules, 47 CFR §§ 0.141, 0.361, 1.3, 64.604(c)(5)(iii), that this ORDER IS hereby ADOPTED.

13. IT IS FURTHER ORDERED that the TRS Fund administrator shall compensate eligible providers of interstate traditional TRS, for the period from July 1, 2025, through June 30, 2026, in the amount of \$7.3512 per interstate conversation minute.

14. IT IS FURTHER ORDERED that the TRS Fund administrator shall compensate eligible providers of interstate STS, for the period from July 1, 2025, through June 30, 2026, in the amount of \$8.4822 per interstate conversation minute.

15. IT IS FURTHER ORDERED that the TRS Fund administrator shall compensate eligible providers of interstate CTS, for the period from July 1, 2025, through June 30, 2026, in the amount of \$3.1893 per conversation minute.

16. IT IS FURTHER ORDERED that the TRS Fund administrator shall compensate eligible providers of IP Relay, for the period from July 1, 2025, through June 30, 2026, in the amount of \$2.1970 per conversation minute.

17. IT IS FURTHER ORDERED that the TRS Fund administrator shall compensate eligible providers of VRS, for the period from July 1, 2025, through June 30, 2026, in the amounts of \$8.33 per compensation minute for small providers, who provide 1 million monthly minutes or fewer; \$6.73 per compensation minute for Tier I, applicable to a provider's first 1 million monthly minutes; \$4.21 per compensation minute for Tier II, applicable to a provider's monthly minutes in excess of 1 million; and an additive \$0.21 per compensation minute for Video-Text service.

18. IT IS FURTHER ORDERED that the TRS Fund administrator shall compensate eligible providers of IP CTS, for the period from July 1, 2025, through June 30, 2026, in the amount of \$1.05 per conversation minute for service using only automatic speech technology, \$1.40 per conversation minute for service using a communications assistant, and a supplemental rate of \$0.22 per conversation minute for communications assistant-assisted service when the communications assistant is paid a wage of at least \$17.78 per hour.

³⁰ This amount is the result of an annual adjustment, based on the Index, of the threshold wage level, originally set at \$17.20 per hour. 47 CFR § 64.641(c)(2)(ii).

19. IT IS FURTHER ORDERED that, pursuant to section 1.102(b)(1) of the Commission's Rules, 47 CFR § 1.102(b)(1), this Order is effective upon release.

FEDERAL COMMUNICATIONS COMMISSION

Eduard Bartholme, Acting Chief
Consumer and Governmental Affairs Bureau