



**CAPE ANN TRANSPORTATION AUTHORITY  
REQUEST FOR PROPOSALS  
FOR  
AUTOMATIC PASSENGER COUNTERS  
MARCH 11, 2026**

**CATA RESERVES THE RIGHT TO REJECT ANY AND ALL PROPOSALS  
THE TERMS, CONDITIONS, SPECIFICATIONS, APPENDICES, AND INFORMATION LISTED IN THE  
TABLE OF CONTENTS AND INCLUDED IN THIS REQUEST FOR PROPOSAL SHALL CONSTITUTE  
THE ENTIRE REQUEST FOR PROPOSAL PACKAGE AND SHALL BE INCORPORATED BY  
REFERENCE INTO ALL SUBMISSIONS.**

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**Cape Ann Transportation Authority (CATA)**  
**Request for Proposal**  
**Automatic Passenger Counters (APCs)**

The Cape Ann Transportation Authority (CATA) is seeking proposals from qualified proposers to provide, install, and certify Automatic Passenger Counters on all CATA revenue vehicles. The resulting contract will commence on or about May 1, 2026 with testing and acceptance of the system to be completed no later than September 1, 2026.

Proposals are due no later than 11:00am, Wednesday, April 8, 2026 at the CATA office located at 3 Pond Road, Gloucester, MA 01930. A formal pre-proposal meeting will be not be held. Questions or requests for clarification by proposers must be submitted to CATA no later than 4pm on Wednesday, March 25, 2026. Time referenced in the RFP document is the local time in Gloucester, MA.

The service is financed in part through a grant from the Federal Transit Administration, and any contract entered into is subject to the provisions of applicable laws governing that grant. All resulting contracts will be subject to applicable federal, state, and local laws and regulations.

Copies of the RFP will be available as of March 11, 2026 during regular business hours at the Cape Ann Transportation Authority, 3 Pond Road, Gloucester, MA 01930, or by request to Jackie LaFlam, 978-283-1886x102 or [laflamj@cantran.com](mailto:laflamj@cantran.com).

Felicia S. Webb  
Administrator  
March 11, 2026

## **I. Introduction**

The Cape Ann Transportation Authority (CATA) is a political subdivision of the Commonwealth, created in 1974 by Chapter 161B of the Massachusetts General Laws. The Authority is given general responsibility to develop, finance, and contract for the operation of mass transportation facilities and services within its territory. The Authority Advisory Board is comprised of six member communities, including Gloucester, Rockport, Ipswich, Essex, Hamilton, and Manchester-by-the-Sea, as well as a representative of the disabled commuter population and a rider community representative. The day-to-day affairs of the Authority are managed by an Administrator.

CATA oversees the operation of both fixed route and demand response transit services. Year-round fixed route service is provided in Gloucester, Rockport, and a portion of Essex. Additional fixed route service is provided during the summer season in Gloucester, Rockport, Ipswich, and Essex. Year-round demand response service is provided to all six communities.

Complementary ADA Paratransit service is provided where fixed route transit service is provided. CATA Transit Services are subject to change. All CATA vehicles are wheelchair accessible and comply with the Americans with Disabilities Act (ADA).

CATA is funded with federal, state and local subsidies, as well as other revenue sources. CATA is required to comply with the mandates of the Americans with Disabilities Act (ADA), Federal Transit Administration (FTA), and Massachusetts Department of Transportation (MassDOT) funding rules and regulations, as well as those of other federal, state, and local funding entities, as are the entities with which CATA contracts. CATA is an Equal Opportunity Employer. No proposer will be subject to discrimination based on race, color, religion, ancestry, national origin, age, gender, handicap, sexual orientation, veterans status, or other protected class, as identified by law, in consideration of an award of contract.

The Awarding Authority is the Cape Ann Transportation Authority.

## **II. Procurement Schedule**

The major milestones of this procurement are as follows:

Advertise Request for Proposals	March 9, 2026
Availability of the Request for Proposals	March 11, 2026
Deadline for Written Questions	March 25, 2026
Answers to Questions Distributed	April 1, 2026
Proposal Due Date	April 8, 2026
Anticipated Award	April 15, 2026

This schedule is intended as a guide and is subject to change. Proposals shall be limited to twenty-five (25) pages, excluding the Automatic Passenger Counters Pricing Form and required attachments. Issuance of the Request for Proposals does not commit CATA to award a contract, pay any costs incurred in the preparation of the proposals in response to this request, or to contract for services or supplies. CATA reserves the right to reject any and all proposals, in whole or in part, to waive any formalities, and to re-advertise or to discontinue this process without prejudice.

### **III. Scope of Work**

CATA seeks to install Automatic Passenger Counter (APC) Systems. The APC system will assist CATA with improved data collection and accuracy, record keeping and reporting compliance, customer service, technology upgrades, and overall effectiveness of the transit service.

CATA currently uses Scheidt & Bachmann fareboxes only for passenger counts. The fareboxes are 12+ years old and are only used for passenger counting, currently there is no fare being collected by CATA through the farebox. Using the farebox only for passenger count information leaves room for human error as well as technology failures due to the aging system.

1. System Operational Requirements
  - a. The APC system will accurately count passengers as they board and alight, recording the data as a function of individual stops, routes, and runs
  - b. Overall system performance will enable the exact determination of alighting and boarding passengers at each stop with an accuracy greater than 97%
  - c. The APC system will be designed and tested to produce highly accurate passenger counts, to demonstrate an ability to discriminate valid passengers from non-passenger objects, and to detect double-backs and re-crossings
  - d. The APC system will not interfere electronically with the operation of the transit vehicle or its onboard electric equipment such as security equipment, engine controls, transmission, or other electronic equipment
  - e. The APC system will be installed according to industry standards and recommended practices
  - f. All cables, wiring, interconnections, switches, and circuit breakers/fuses will be heavy duty and specifically designed for their purposes
  - g. The selected wire sizes and insulation will be based on current carrying capability, voltage drop, and flexibility requirements
  - h. A protective filtering device will be installed to protect the APC system, its memory and raw data from electrical fluctuation typically found in a transit bus, including but

not limited to, over voltage, under voltage, transient power surge/dip during engine or other transit bus equipment startup, alternator noises, etc

- i. The APC system equipment provided will be transferable to other transit buses as the need arises
- j. The system will operate without any intervention from the operator
- k. The system will have a monitor/LED system to indicate to the operator it is online and functioning correctly
- l. The system will have a monitor/LED system to indicate the current passenger count
- m. APC system must be able to pass FTA NTD Certification process, meeting all accuracy requirements.
- n. Ability to update route and stop data as necessary through the use of GTFS file

## 2. Passenger Count Sensors

The passenger counting sensor features must include, but do not need to be limited to, the following:

- a. Sensors must be camera based with AI technology, beam break sensors are not acceptable
- b. Acquisition of passenger counts by means of sensing devised at all vehicle doors with recording of route and geolocation information, including real time clock/clock synchronization features for accurate time/date stamp mark of data
- c. Detection zones will be fully adjustable for the requirements of different bus designs
- d. Counting accuracy will not be affected by normal variables including, but not limited to:
  - a. The reasonable speed at which a person passes under the sensor
  - b. A passenger remaining immobile at the sensor location
  - c. Any other obstruction of the sensor
  - d. Variations in light and temperature within the operational specifications of the APC system
  - e. Obstruction of the counter (passengers remaining immobile in the counter sensor field) that could affect the count accuracy will be noted in the data;
- e. Counting accuracy will also include features to reduce or eliminate counting inaccuracies caused by passengers carrying items such as packages, boxes, or briefcases onto the vehicle
- f. The sensors will differentiate between boarding and alighting passengers from either door of the vehicle
- g. Sensors must have accuracy of 97% or greater

### 3. Data Acquisition System

Specific requirements for the data acquisition system are as follows:

- a. Onboard system will allow data from APC/GPS to be collected and stored with generous capacity—measured in days of operations—for storing registered data, and based on time intervals, numbers of stored records, etc. (subject to factors including the number of routes, etc)
- b. APC system has provision for wireless data transfer between each transit vehicle and a server
- c. Data stored in the onboard APC system can be downloaded manually when needed
- d. The receiving equipment will confirm transmission/receipt of the raw data to servers
- e. CATA will have internet access to raw data
- f. Data output will be available with compatibility to Microsoft Office Suite
- g. Standard reports will include the ability to track and report all operational data needed for the Federal Transit Administration (FTA) National Transit Database (NTD) reports, including tracking of passenger miles
- h. The APC system will include an error/failure log feature
- i. The APC system shall have the option to connect via cellular data or ethernet, allowing for future CATA router

### 4. Training

The proposal must include training, provided by the contractor, for authorized personnel to ensure satisfactory competence in using the APC system, including the software applications, data processing, report generation, API integration, and system integration.

- a. Adequate training will be provided on the use and maintenance of the APC hardware leading to a satisfactory level of competence by the appropriate CATA administrative, operational, maintenance, technical, and transit service operators
- b. Training will take place at CATA, 3 Pond Road, Gloucester, MA 01930

### 5. Onboard Hardware

All hardware shall conform to all applicable quality control standards of the original manufacturer and the proposer. All hardware components shall be new and suitable for the purposes specified. All onboard equipment shall integrate with the vehicle's electrical supply. Additionally, equipment must meet the following standards:

- a. All onboard equipment must be able to operate in a transit environment
- b. All equipment modules, cables, mounting hardware, and connectors shall be designed to withstand the full range of operating environments found in the

areas in which they are to be installed and shall not interfere with the operations of existing and future equipment

## 6. Other System Requirements

The successful proposer will supply a hosted, cloud-based solution that provides an administrative console for authorized users. CATA will be able to access the system via a standard web browser, without the need for software to be installed locally. The web-based administrative console software shall provide a single portal from which all system features will be available. The system shall be hosted on redundant, failover-ready infrastructure with at least one geographically separate datacenter housing CATA's data. Proposer shall describe the disaster recover (DR), failover, and backup methodologies for the hosted environment. CATA shall have access/capability to download copies of data sets and/or backup images through the web interface for local storage/possession.

The administrative console shall be web-based, with no software to install. The administrative console shall run in the latest versions of standard web browsers including Chrome, Edge, and Firefox.

Hardware must be warrantied for a period of three years against malfunction.

CATA requires the APC data to be accessible via an open API, allowing the data to be stored systemically in a data warehouse. The data collected with the APCs will be used to generate analytics and reporting, leading to better decision making and cost efficiency. It will also allow for public access of the data via CATA's website and mobile app, displaying information in real time to keep riders informed.

## 7. Reports

- a. Ability for CATA to design custom reports
- b. Ability to export reports as well as raw data to Excel (CVS) and PDF
- c. Canned/Standard Reports including
  - i. Ridership
  - ii. Utilization
  - iii. Route Performance
  - iv. Stop-level details
  - v. NTD Reports
- d. Proposer shall assist in the creation of APC Certification Plan and APC Benchmarking Plan

8. Real-time API

CATA requires that the following data collected with the APC system to be available in a real-time API to allow CATA to display information to the general public through website, mobile app, or other technology resources. The information displayed includes

- a. Vehicle location
- b. Vehicle heading
- c. Load county
- d. On-time performance

9. Software Updates and Upgrades

- a. The APC system software will be field upgradeable and Over the Air
- b. The bidder will provide software updates for a minimum period of three years from the date of CATA's acceptance of the installation of the initial procurement, without additional cost to CATA
- c. Any and all hardware or software licensing or maintenance fees must be noted in proposer's submission
- d. Pricing should include the option for cellular connection of the system

10. Installation

The proposer will be responsible for installation of the system described herein on buses and cutaways located at CATA's facility in Gloucester, MA pursuant to the following:

- a. The proposer will complete installation and testing of APC systems in CATA's entire fleet no later than September 1, 2025
- b. CATA staff training will take place concurrently or immediately following installation in order to have administrative, operational, technical, and mechanical staff fully trained in advance of the time the APC system is deployed
- c. The proposer will provide additional training and technical support as necessary during the 12 months

#### **IV. Proposal Content**

All proposals must include the following elements in the order listed below. **Limit your response, excluding the Automatic Passenger Counters Pricing Form and required attachments listed below, to twenty-five (25) pages.** Failure to include all the required elements and attachments may result in a proposal being determined to be non-responsive.

A **letter of introduction** identifying the proposing firm, mailing address, name of a contact person and phone, fax and e-mail to be used for communication from CATA in connection with

the proposal. Describe the business organization, including the legal status of the firm, the state of incorporation, and the location of its principal office.

- A. Experience and Capabilities of Company
- B. Proposed Project Manager
- C. Automatic Passenger Counters Pricing Form (Appendix C)
- D. Proposer References

**Attach the following:** (Excluded from page limit)

Completed **Proposer Questionnaire** – included as Appendix B.

Resumes of the **Project Manager** and **Team**.

Signed **Required Certifications**-see Appendix F.

## V. Evaluation Criteria

The following criteria will be used in evaluating proposals submitted in response to this solicitation. Please respond to the list of questions in the order listed below. The criteria are listed in order of importance. The maximum score is 200 points.

- A. **Experience and Capabilities of Company.** Maximum Score: 50 points
  - 1. Experience with management of projects in transit systems
  - 2. Experience with management of projects in similar transit systems
  - 3. Understanding of CATA project, needs, and potential challenges
  - 4. Approach to successful installation, testing, certification, and overall deployment of APC system
  - 5. Approach to training of agency staff (administrative, operations, maintenance) to ensure proper functioning of the APC system
- B. **Experience of Proposed Project Manager and Team.** Maximum Score: 50 points
  - 1. Years of experience
  - 2. Management of projects in similar transit systems
  - 3. Ability of Project Manager to monitor performance of other team members to ensure successful project completion
- C. **Proposed Pricing** and other identified costs for the contract. Maximum Score: 30 points

1. Signed Automatic Passenger Counters Pricing form (Appendix C) with a schedule of all additional costs

**D. References for the Proposer.** Maximum Score: 40 points

1. A minimum of four references to be provided of projects in transit systems similar of size.

**E. Quality of the Proposal.** Maximum Score: 30 points

## **VI. Evaluation Process**

Proposals will be evaluated in accordance with CATA'S Request for Proposal (RFP)—Selection and Award Procedures. Only those Offerors determined by CATA to be responsive and qualified will be evaluated. Offerors found to be non-responsive and/or not qualified will be notified in writing. CATA may allow such a non-responsive Offeror to provide additional information to be reconsidered if it will not prejudice the other Offerors. Should a proposer be found to have improperly influenced or interfered, or attempted to improperly influence or interfere, with this procurement, including during the evaluation and award process, they may be disqualified from participating in the procurement.

Proposals from responsive and qualified Offerors will be evaluated and scored in accordance with the evaluation criteria stated in the RFP by an evaluation committee selected by the CATA Administrator. The committee will review and score the proposals, participate in any interviews, and make a recommendation to the CATA Administrator. The CATA Administrator may participate in the evaluation and interview process.

The evaluation committee has the right to request additional information from any proposer at any time during the evaluation and selection process. Failure to provide the requested information may result in the disqualification of a proposer.

A final score and ranked list of all proposers will be forwarded by the evaluation committee to the CATA Administrator after the completion of the interviews and evaluation process. The evaluation committee may recommend that CATA negotiate with one or more proposers, or recommend that CATA award a contract to a single proposer.

Notwithstanding the recommendations of the panel, the CATA Administrator reserves the right of final selection to itself, subject to satisfactory conclusion of negotiations.

Any attempt by a proposer or agent of the proposer to influence the selection process will be documented by CATA and may cause the immediate disqualification of the proposer.

## VII. Contract Negotiations

Upon receipt of the recommendation of the evaluation committee, the CATA Administrator will make a selection of the responsible proposer determined to be the most advantageous to the program with price and other factors considered, whereupon a Notice of Award will be issued subject to the completion of negotiations and execution of a contract as provided below.

CATA will enter into contract negotiations with the goal of developing a fixed fee contract for the contract term plus any options. The contractor's proposal and the attached form of contract (Appendix E) shall form the basis of those negotiations. CATA reserves the right to negotiate over all aspects of the proposal. Any exceptions to the Form of Contract must be identified and submitted with the proposer's response to this RFP. CATA does not anticipate modifying the form of contract unless a proposer can clearly demonstrate that a disputed provision prohibits the proposer from fulfilling its obligation to CATA. If CATA is unable to negotiate a contract acceptable to CATA, CATA will terminate negotiations with the selected proposer and commence negotiations with the next most advantageous responsible proposer or at CATA's option, reject all proposals and terminate this solicitation process.

Proposers will be notified of the final selection. Notice of Award will be conditional on the final execution of a contract. Proposers will be given an opportunity for a debriefing, if requested.

## VIII. Proposal Requirements and Conditions

One (1) original and one (1) electronic copy of the proposal should be addressed as follows and mailed or delivered to:

Felicia S. Webb, Administrator  
Cape Ann Transportation Authority  
3 Pond Road  
Gloucester, MA 01930

### **CONTENTS: PROPOSAL FOR AUTOMATIC PASSENGER COUNTER SYSTEM**

Proposals must be received by **11:00am on Wednesday, April 8, 2026**. All proposals must be in sealed envelopes (packages) and clearly marked "CONTENTS: PROPOSAL FOR AUTOMATIC PASSENGER COUNTER SYSTEM"

Proposals will not be publicly opened. All proposals will be deemed confidential and proprietary during the selection process, subject to the laws of the Commonwealth of Massachusetts and the United States of America.

Proposals received after the above noted deadline will be rejected and returned unopened.

## **IX. CATA's Rights to Proposals**

All proposals, upon submission to CATA, shall become its property for use as deemed appropriate. By submitting a proposal, the proposer covenants not to make any claim for or have any right to damages because of any misinterpretation or misunderstanding of the specification, or because of any misinformation or lack of information. With regard to the proposals submitted, CATA has the following rights and prerogatives:

- To accept or reject any or all proposals
- To correct any arithmetic errors in any or all proposals
- To change the proposal due date upon appropriate notification to all potentially interested companies.
- To eliminate any mandatory RFP specifications that is found to be unmet by all proposers in the evaluation of received proposals
- To adopt any or all of a successful proposer's proposal
- To negotiate modifications to the scope, cost and contract terms and conditions with the selected proposer prior to contract award only if such is in the best interest of CATA
- To disqualify a proposer from receiving the award if such proposer, or anyone in the proposer's employ, has previously failed to perform satisfactorily in connection with public bidding or contracts
- To revise/amend any provision of this RFP by written notification to all potentially interested companies, prior to proposal submission
- To issue addendum prior to the due date for responses
- To eliminate any requirement that is found to be unmet by all proposers
- To make inquiries, by means it may choose, into the proposer's background or statements made in the proposal to determine the truth and accuracy of all statements made therein
- To seek clarifications related to any proposer's proposal at any time during the evaluation process
- To select and award the contract to the proposer whose proposal represents the best value to CATA
- To begin contract negotiations with the next highest best-value proposer(s) responsive to this RFP (should CATA determine that the negotiations with the

selected proposer will not result in a contract) without again requesting proposals

## **X. Inquiries and Information**

All questions concerning this solicitation must be directed only to Felicia Webb by email at [webbf@cantran.com](mailto:webbf@cantran.com). The last date to submit questions for this solicitation is **4:00pm, Wednesday, March 25, 2026**. Should a company be unable to communicate via email, all questions must be submitted in writing and mailed or faxed to:

Cape Ann Transportation Authority  
Attn: Felicia Webb  
3 Pond Road  
Gloucester, MA 01930  
Fax: 978-281-4824

Each potential proposing entity will be provided with a copy of each written question and written response thereto, each of which will become part of the RFP by addendum, no later than **Wednesday, April 1, 2026**. No oral questions will be accepted.

## **XI. Non-Discrimination**

Proposals will not be discriminated against on the grounds of race, color, age, gender, ethnicity, sexual orientation, gender identity or expression, religion, creed, ancestry, national origin, disability, veteran's status (including Vietnam-era veterans), or background. Further, any contracts entered into with the Proposer pursuant to this request will include provisions to assure compliance with applicable Civil Rights regulations.

## **XII. Protest Procedure**

The protest procedures for third party contract awards, which will govern any appears arising out of this procurement, is attached as **Appendix F** to this request for proposals.

## **XIII. Required Certifications**

The certifications, included as **Appendix D**, must be completed and returned with each firm's proposal. A proposal that does not include the required certifications will not be considered.

#### **XIV. Civil Rights**

The contractor must comply with the provisions of Title VI of The Civil Rights Act of 1964, as amended, and all applicable federal regulations including 49 CFR Part 21.

#### **XV. Appendices**

- A. CATA Fleet Inventory
- B. Proposer Questionnaire
- C. Automatic Passenger Counters Pricing Proposal Form
- D. Supplemental Conditions & Required Certifications
- E. Form of Contract
- F. Bid Protest Procedures