



BUILDING  
**LeBreton**

**IGNITE  
DELIGHT  
EXCITE**

Request for Expressions of Interest  
**Major Attraction Sites**

Submission Deadline: February 28, 2022



NATIONAL CAPITAL COMMISSION  
COMMISSION DE LA CAPITALE NATIONALE

# Foreword

This document sets the National Capital Commission on an exciting path as we look for bold ideas for building an important part of an extensive urban development now under way in Ottawa.

The Building LeBreton project has begun to transform a 29-hectare, formerly industrial community on the western edge of Ottawa's downtown core into a versatile, thriving mixed-use setting which will serve as both a destination experience and a complete community for locals and visitors alike.

The planning of this massive project has included close engagement with the Algonquin Nation as well as with stakeholders such as the City of Ottawa, builders, developers, community groups and consultation with the broader public.

At present, two parcels of land at LeBreton Flats await structures to serve as major attractions. The larger is 2.5 hectares (6.3 acres) and the smaller is 0.5 hectares (1.2 acres).

These sites will become the anchors for the surrounding development, which is planned as one of the most sustainable and inclusive communities in Canada. Iconic public spaces, including a hilltop park with splendid views of the Ottawa River and Gatineau Hills, will emerge just steps away from the major attraction sites, along with a community that will become home to about 7,500 residents and 4,000 workers.

What does a major attraction look like? Some people think sports arena, some think concert hall, some think exposition space, and some have other ideas. We are leaving the canvas blank so creative minds can suggest innovative and financially sound concepts that could capture our interest.

With this Request for Expressions of Interest, informed by the seven guiding principles of the LeBreton Flats Master Concept Plan, we seek outstanding ideas which could one day become exciting attractions for the national capital. We invite you to join us in shaping this transformational project.



**Tobi Nussbaum**

Chief Executive Officer  
National Capital Commission

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## 1.0 Introduction

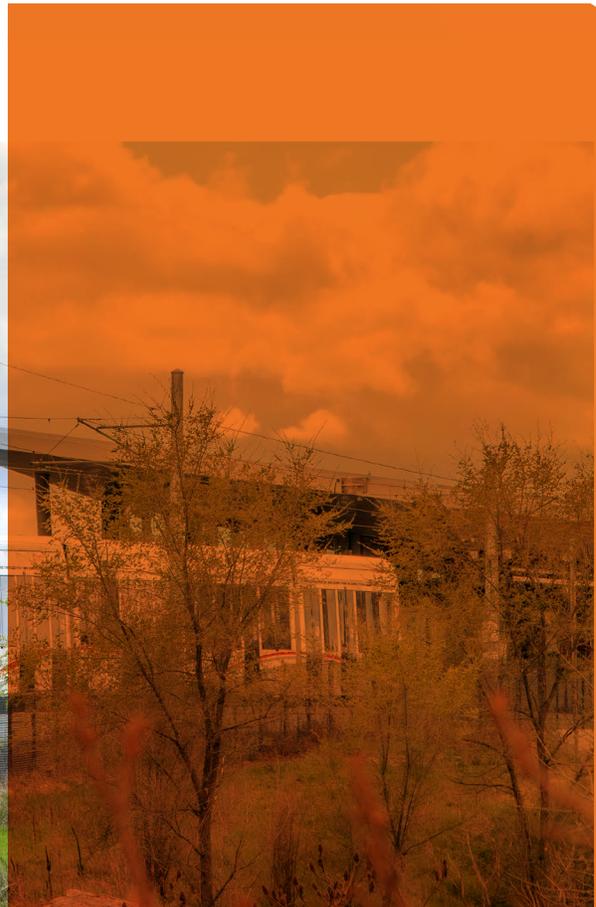
The following Request for Expression of Interest (REI) has been designed to solicit the interest of participants in the development of one or more Major Attractions within the planned LeBreton Flats community. The Major Attractions are hoped to be a regional, national and international draw for sports, music and entertainment, arts and culture and/or recreational purposes. Their role will be to provide a local amenity and tourism destination for the existing and future residents of and visitors to the National Capital Region, and to further enhance the national and international appeal of Canada's capital city.

## 2.0 The LeBreton Flats Community

LeBreton Flats is a 29-hectare (71-acre) brownfield development site owned by the National Capital Commission (NCC), located in Ottawa just west of the downtown core and Parliament Hill. Situated along the Ottawa River, the site is anchored by two O-Train Light Rail Transit (LRT) stations, aqueduct water features and the Nepean Inlet of the Ottawa River.

The NCC has taken a leadership role in developing a renewed vision for LeBreton Flats, which has resulted in a Master Concept Plan (MCP) for the property. The MCP, along with supporting information, can be explored at [ncc-ccn.gc.ca/projects/lebreton-flats-master-concept-plan](https://ncc-ccn.gc.ca/projects/lebreton-flats-master-concept-plan). The NCC's process for the development of the site, called Building LeBreton, will transform Canada's Capital when complete.

The MCP was approved by the NCC's Board of Directors in April 2021. Developed over 24 months, and guided by public feedback and stakeholder engagement, the plan envisions LeBreton Flats as a sustainable and inclusive live-work-play community and destination that is pedestrian- and cyclist-friendly, featuring lively and active parks and plazas.



The MCP is anchored by the following guiding principles. Proponents must demonstrate an understanding of and a commitment to these guiding principles.



### **Enhance the Capital Experience**

Reflect the national significance of LeBreton Flats by creating an ambitious new Capital destination that celebrates Canada.



### **Foster Sustainability and Innovation**

Embed a culture of excellence throughout the life cycle of the project and provide opportunities for innovation in design and sustainability. Build in climate mitigation and resiliency measures to aim to achieve a zero-carbon community.



### **Build Community**

Create an inclusive place where anyone can live, work and play. Provide for facilities, services and public spaces that are active, lively and flexible and that contribute to community health and well-being.



### **Honour the Past**

Honour and interpret the role LeBreton Flats has played as a place of significance for the Algonquin Nation and in the development of the Capital and connect this story to the site's future. Recognize the lasting effects of important milestones such as the community's expropriation.



### **Create Connections**

Connect people and place by creating interactive public spaces and linking to amenities and surrounding communities. Build on access to LRT and establish active transportation networks using a Vision Zero approach.



### **Make It Happen**

Ground the vision in a strategic implementation approach supported by market feasibility. Consult with the public and collaborate with partners to support timely progress and generate social, environmental, and economic returns.



### **Value Nature**

Prioritize the importance of the environment through design that restores, enhances and protects the natural features of the site, and provides greater accessibility to waterways. Utilize green infrastructure, promote biodiversity, and create new green spaces.

The implementation of the MCP is already under way. The NCC, in partnership with the Canada Mortgage Housing Corporation is currently in the process of evaluating submissions for the first phase of development, referred to as the [Library Parcel development](#). This mixed-use project envisions over 60,000 square metres of new residential investment, as well as a range of ancillary uses, between the Pimisi O-Train station and the site of the new landmark federal/municipal library, called [Ādisōke](#). The selection of the preferred Library Parcel proponent is anticipated to occur in January 2022.

For the full LeBreton Flats Master Concept Plan, visit: [ncc-ccn.gc.ca/projects/lebreton-flats-master-concept-plan](https://ncc-ccn.gc.ca/projects/lebreton-flats-master-concept-plan).



**Figure 1.** LeBreton Flats Master Concept

## 3.0 Purpose of the Request

The objective of this REI is to solicit interest in the development of one or more Major Attractions anchored within LeBreton Flats. The subject lands are within walking distance to Canada's Parliament buildings and the downtown core. Venues for entertainment, sports and/or cultural attractions that offer an amenity to both residents of and visitors to the Ottawa Region are envisioned.

The purpose of the REI is to solicit interest from parties in developing these attractions, consistent with the MCP for LeBreton Flats.

There are two sites available for the development of Major Attractions within the LeBreton Flats MCP area. The NCC is soliciting interest in one or both of the following sites as part of this REI.

1. Major Events Centre site (Parcels A2-4):  
2.56 hectares (6.32 acres)
2. LeBreton Place (Parcel AD1):  
0.5 hectare (1.2 acres)

After the submission deadline, the NCC will evaluate the submissions. At its discretion, the NCC will then either proceed to a second procurement phase for either or both parcels described above with a shortlist of qualified Proponents, or choose to negotiate directly with the strongest submission(s) for either or both parcels.

Under either circumstance, it is anticipated that the future successful Proponent(s) would be invited to enter into an interim agreement or letter of intent with the NCC, with the objective of working jointly toward a workable strategy for the site and the associated implementing agreements. It is the NCC's expectation to negotiate a long-term ground lease based on the market value of the lands.

The successful Proponent(s) should anticipate working in partnership with the NCC, the City of Ottawa, the Algonquin Nation and potentially other partners to advance the project feasibility toward detailed design and implementation.

## 4.0 The Major Attraction Sites

As Canada's capital, Ottawa truly is a world-class city, with a large population base of more than 1.2 million in the Ottawa–Gatineau region. The Capital is ideally situated between Toronto, Montréal and northern New York State. More than 12 million people live within a four-hour drive of Ottawa. The city is ranked third for quality of living among large cities in North America, and is home to a sizable public service sector, a globally recognized and diverse tech hub, and a tourism sector with numerous attractions, experiences and festivals.

The Major Attraction Sites are identified as Parcels A2–4 and AD1, in Figure 2, below. While the primary objective of this REI is to attract a major event facility or other major attraction, the MCP also recognizes that it may be desirable to develop residual lands on A2–4 for complementary uses, including retail, office and residential uses. However, from an evaluation perspective, unless these complementary uses are critical to support the Major Attraction(s) and meet the objectives of the MCP, they will not be considered in the evaluation of submissions for this REI.



**Figure 2.** Major Events Centre Parcel and LeBreton Place Parcel

As illustrated in Figure 3, the Major Attraction sites are located between the Bayview and Pimisi O-Train stations, within a five- to 10-minute walk from either station. These stations provide access to many major destinations in Ottawa, and connect to LRT line extensions to the east, west and south that are currently under construction, including a link to the Ottawa International Airport. The property is also a short distance to downtown Ottawa and Gatineau, Canada's Parliament Buildings, the Canadian War Museum and a wide range of local amenities. LeBreton Flats is surrounded by arterial roads and located directly at an interprovincial bridge, the Chaudières Crossing, with direct access to downtown Gatineau.

The site is approximately 1.5 kilometres from Highway 417 and 13 kilometres from the Ottawa International Airport. There are 11,000 hotel rooms in Ottawa, including 6,000 in the vicinity of the site. The Shaw Centre, a 17,837-square-metre event and conference facility, is located approximately three kilometres from the site.

The subject lands are currently undeveloped and generally flat in terms of topography. However, the property was historically used for industrial purposes and will require remediation prior to development.

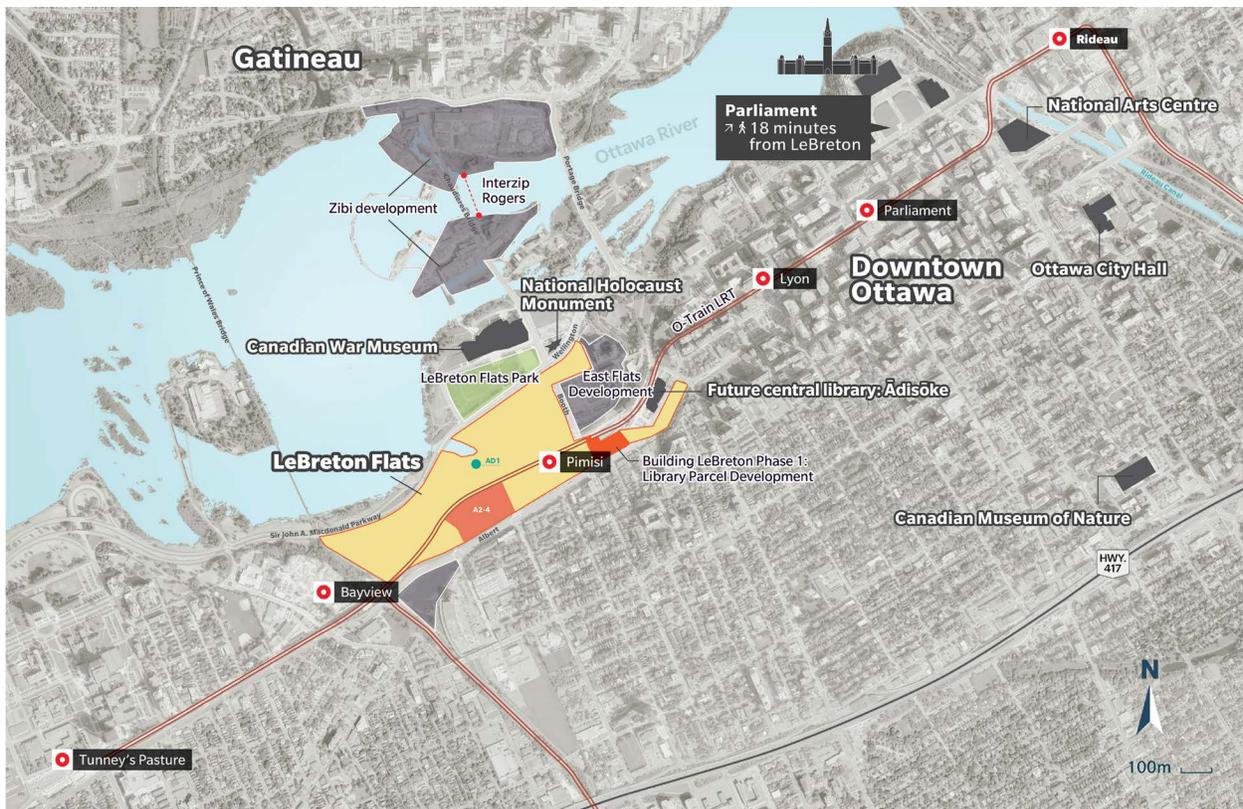
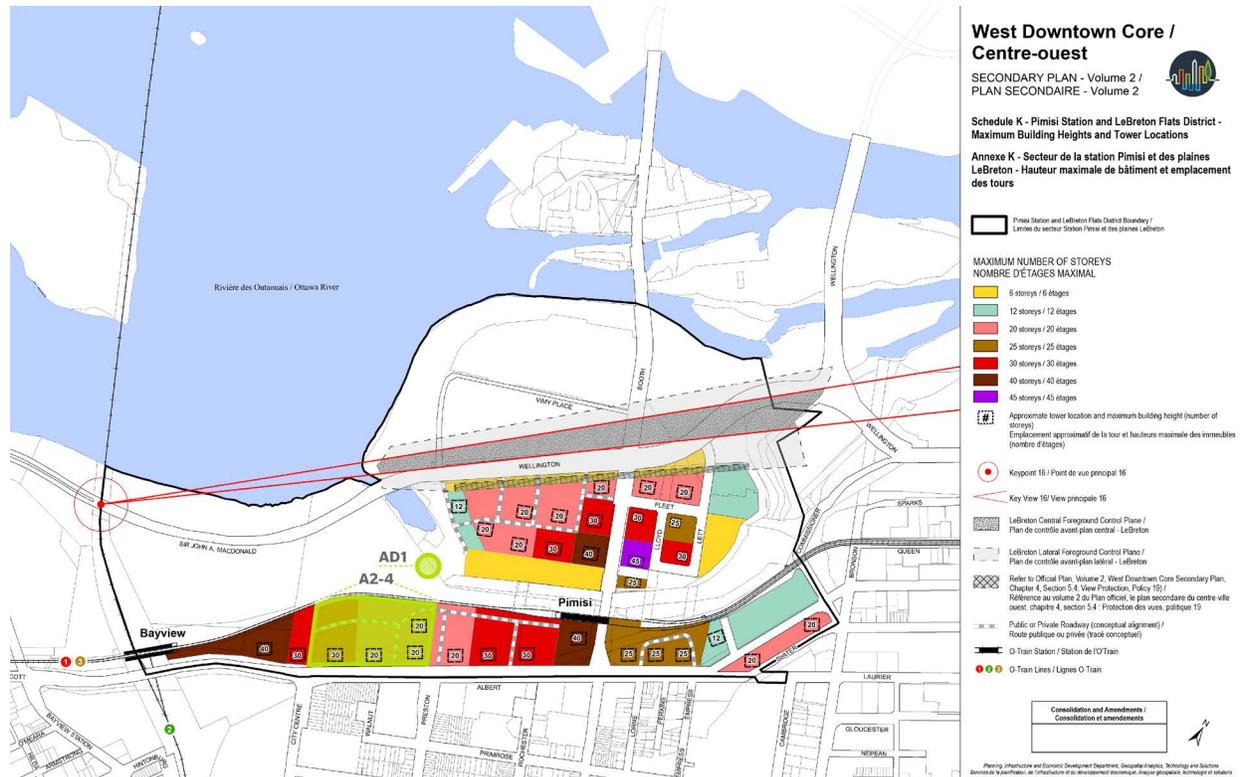


Figure 3. Site Context

Updated Official Plan policies for the MCP area, including land use designation and building heights (see Schedule K in Figure 4 below), were approved by Ottawa City Council on Oct. 29, 2021, and can be found in the West Downtown Core Secondary Plan, Chapter 4: Pimisi Station and LeBreton Flats District.



**Figure 4. Official Plan Building Heights and Tower Locations**

The two major attraction sites are outlined in lime green on this recently approved schedule of the City of Ottawa's [new Official Plan](#), which shows permitted building heights and tower locations within the Pimisi Station and LeBreton Flats District.

## 5.0 Anticipated Project Development Process

The process envisioned for this project provides for an exclusive, interim agreement or letter of intent that allows for a period of time for parties to negotiate exclusively with each other. This opportunity would allow the NCC to work exclusively with one party for both parcels, or to work with independent parties on each of the two parcels separately. The period of time of the interim agreement or letter of intent would ideally be about 12 to 18 months, but could be adjusted, depending on the complexity of the submission. The primary matters to be addressed within the interim agreement or letter of intent include, but are not limited to, the following:

- Developing a specific design submission in terms of more detailed plans and studies that can be tested and evaluated.
- Assessing the feasibility of the development submission, including meetings with the City of Ottawa and potentially other technical stakeholders to determine development approval processes.
- Addressing due diligence matters for both parties.
- Negotiating the terms of the lease agreement and any other associated agreements.
- Organizing meetings with stakeholders to solicit input on the project.

At the end of this exclusive period, parties would either

- extend the interim agreement or letter of intent to allow more time to develop the project;
- execute the ground lease and project agreements; or
- terminate the interim agreement if the project is determined to be unfeasible from either party's perspective (each party would be responsible for its own costs).

Any transaction will be conditional upon the NCC receiving the required internal and federal government approvals. The NCC also acknowledges that the Proponent would need to seek development approvals from the City of Ottawa.

## 6.0 Submission Requirements and Evaluation

It is the Proponent's responsibility to ensure that the NCC receives a complete submission, and that it is legible, clear, concise and understandable. Failure to do so will be to the Proponent's disadvantage. Each submission will be evaluated on the validity of its content and in accordance with the following process.

### 6.1 Mandatory Submission Review

Submissions will first be verified to ensure that all prescribed mandatory requirements set out in Section 7.0 are met. Only submissions deemed to have met the mandatory requirements will proceed to the rated requirements evaluation. A submission not meeting the mandatory requirements shall be treated as non-responsive and may not, in the sole discretion of the NCC, be considered further.

### 6.2 Rated Requirements Evaluation

Each submission in compliance with the mandatory requirements will be evaluated. For the point-rated evaluation, the Evaluation Committee will undertake an evaluation, and rate each compliant submission based on the criteria outlined in Section 8.0 of this REI. The evaluation committee will score each section, taking all the criteria into consideration on a holistic basis.



## 7.0 Mandatory Submission Requirements

In order for a submission to be considered, the following mandatory requirements must be included in the Proponent's submission.

### 7.1 Proponent Information

Proponents must provide information with respect to the background and experience of the lead Proponent, as well as partners and other probable team members associated with the REI. For the lead Proponent, the following information must be provided:

- legal name of the business and years in operation;
- principals of the business; and
- corporate business structure (partnership, sole proprietorship, etc.).

### 7.2 Financial Capability

To satisfy this requirement, Proponents must supply a reference letter from a financial institution with respect to the credit worthiness of the Proponent for a project of the proposed scale. The Proponent must also acknowledge that, if they are selected as the preferred Proponent, the NCC reserves the right to request auditable financial information to ensure that the Proponent has the current capacity to undertake a project of the proposed scale.

### 7.3 Rated Requirements Submission

Proponents are required to provide a comprehensive and concise submission that addresses in detail all the information requested in Section 8.0.

### 7.4 Executed Conflict of Interest Form

A duly signed Conflict of Interest Declaration, using the NCC form found in Appendix A.

## 8.0 Rated Submission Requirements

Each submission in compliance with the Mandatory Submission Requirements outlined in Section 7.0 will be evaluated and point-rated. The expressions of interest will be evaluated on the basis of the submission's responsiveness to the requirements of the REI as outlined in this section. Each requirement will be scored on a holistic basis, with the maximum score for each summarized below.

Submission Requirement	Maximum Score
Experience	20
Development and operating concept	30
<b>Total</b>	<b>50</b>

### 8.1 Experience – 20 points

The Proponents should provide an overview of their development experience by describing relevant projects in which they are currently playing, or have in the past played, a core role related to the development of attractions, special event spaces or other related major facilities.

The Proponent should provide tangible evidence of the type of project(s) that they have successfully completed. The description should include a summary of the development in terms of its use, development space, markets captured and current operating status.

The summary should identify key project challenges and successes.

#### 8.1.1 Evaluation Criteria

- Proponents will be scored on the basis of the scale, complexity and relevance of their experience (i.e. the greater the scale, complexity and relevance, the higher the score).
- Proponents who have experience completing complex urban projects will score higher.
- Proponents who have developed or have played core roles with major attractions that have proven to attract regional or national markets will score higher.

## 8.2 Development and Operating Concept – 30 points

Proponents should provide a written description and sketch of their submission for the Major Attraction Sites (Parcels A2–4 and/or Parcel AD1). The submission must provide the NCC with a sense of the project scale and program of use(s). The development concept must align with the MCP for the subject property or properties and LeBreton Flats overall, including a commitment to net-zero design and performance. Successful Proponents should anticipate working closely with the NCC, the City of Ottawa and the Algonquin Nation (coordinated through the Algonquin Anishinabeg Nation Tribal Council).

The description should include, at a minimum, the following:

- A two- or three-dimensional sketch that illustrates a possible site plan for the development which generally illustrates the building(s) sizes, location, orientation and principal use(s).
- The Proponent's initial market rationale for the concept, explaining why Ottawa has been proposed for this development. Include a description of the estimated market capture area (regional, national, international) and capture rates, as well as a visitor profile in terms of daily estimated visits based on experience and data from similar projects and market areas.
- Summarize the planned programming, including factors such as occupancy periods, as well as how the facility would be used in terms of hours of operation, seasonality, event days or any alternative measures to assist the NCC in gauging how the lands would be used and the type of activity to expect before, during and after opening hours or events.
- Initial thoughts on how the project would be funded, including potential sources of debt and equity.

### 8.2.1 Evaluation Criteria

- Proponents' scores will be based on how well their development concept aligns with the LeBreton Flats MCP, including opportunities for partnerships and benefits for the Algonquin Nation. Development concepts that best align with the guiding principles and targets of the MCP will score higher.
- Proponents' scores will be based on the anticipated level of market capture that their major attraction development concept is estimated to reach. Concepts that are believed to reach a broader market, while still integrating into the LeBreton Flats community, will score higher.
- Submissions that are complete and clear in explaining how the major attraction(s) will be used, as well as the operations of the facility in terms of occupancy periods and the type of activity to expect before, during and after events, will score higher.
- Proponents who provide a funding strategy that addresses sources of debt and equity will score higher. Submissions that are not certain about sources of funding or reliant on government funding sources may score lower.

## 9.0 REI Schedule

The timeline for evaluation and selection of the Proponents for the REI process are as follows:

<b>REI issued</b>	<b>December 1, 2021</b>
<b>Deadline to register for information session</b>	<b>January 10, 2022 (12 Noon EST)</b>
<b>Information session</b>	<b>January 13, 2022 (10 AM EST)</b>
<b>Question deadline</b>	<b>February 11, 2022 (12 Noon EST)</b>
<b>REI submission deadline</b>	<b>February 28, 2022 (12 Noon EST)</b>
<b>Evaluation</b>	<b>March to April 2022</b>

## 10.0 Inquiries

### 10.1 Information Session

Proponents are invited to attend a non-mandatory information session to be held at **10 am EST on January 13, 2022**, via webcast. The scope of the requirements outlined in this REI will be reviewed during the information session and questions will be answered. Proponents will also have the opportunity to submit questions regarding the REI process, via the process described in Section 10.2 below.

Attendees may register for the information meeting by sending an email to [building-batir.lebreton@ncc-ccn.ca](mailto:building-batir.lebreton@ncc-ccn.ca) no later than **12 noon EST on January 10, 2022**.

Webcast details will be provided directly to all registered Proponents.

Upon registration, the name of the Proponent and the names of attendees who will represent the Proponent at the information meeting must be provided. The NCC will record attendance and company name details. This information could be shared with all Proponents by way of a written addendum to the REI.

A video of the webcast will be provided on the NCC's website. Proponents who do not attend the information session are not precluded from presenting a submission.

### 10.2 Questions

To ensure the integrity of the process, inquiries and other communications regarding the REI must be directed by email to [building-batir.lebreton@ncc-ccn.ca](mailto:building-batir.lebreton@ncc-ccn.ca) in order to be considered by the NCC. Proponents shall be strictly prohibited from directly contacting, by phone, email or any other means, any representatives of the NCC or members of the evaluation committee during the REI process. All communications must be through the designated email address provided.

The deadline for submitting questions is **12 noon EST on Feb. 11, 2022**. Questions submitted after this time will not be answered. Questions submitted by other means of communication will not be answered.

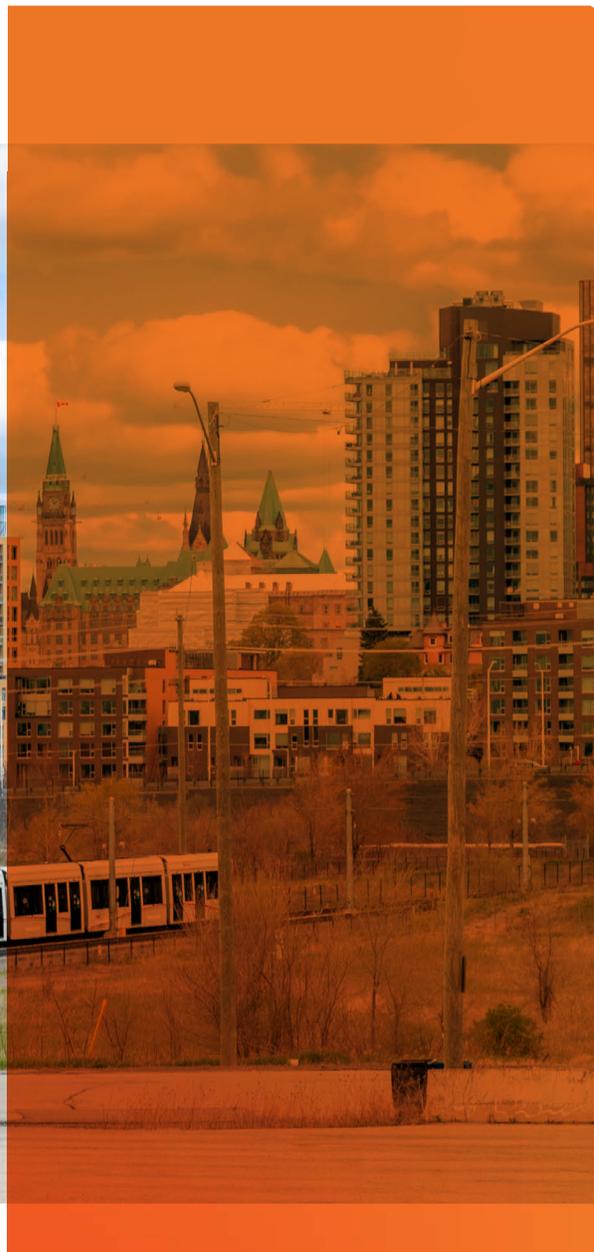
Proponents should reference as accurately as possible the section and, where relevant, the sub-section of the REI to which the inquiry relates. Care should be taken by Proponents to explain each question in sufficient detail to allow the NCC to provide an accurate answer.

To ensure transparency and quality of the information provided to Proponents, all questions answered by the NCC will be made available to all Proponents by issuance of an addendum posted on the [NCC website](#).

## 10.3 Addenda

The NCC may, in its absolute discretion, amend or clarify the terms or contents of this REI at any time before the REI submission deadline by issuing a written addendum and posting it on the [NCC website](#). Only the NCC is authorized to amend or clarify this REI by issuing an addendum. No other means of communication are authorized to amend or clarify this REI.

It is the sole responsibility of the Proponent to regularly check the website for the posting of any questions, answers and addenda.



## 11.0 Submission Procedure

Proponents who feel that they have the resources, experience and capacity to realize the above-discussed opportunity are encouraged to submit a response to this REI.

Submissions shall be received no later than **12 noon EST on February 28, 2022** (the REI submission deadline). Submissions received after this closing time and date will not be considered.

Submissions must be no more than 20 pages in no smaller than 10-point font, not including corporate information or brochures. Submissions must be sent before the REI submission deadline via email on the entity's letterhead, and addressed to the following: [building-batir.lebreton@ncc-ccn.ca](mailto:building-batir.lebreton@ncc-ccn.ca).

Please ensure that responses are clearly marked: **REI — NCC Building LeBreton: Major Attraction Sites**.

The Proponent's email must specify the number and file name(s) of attachment(s) (maximum file size: 25 MB) being sent as part of the submission, and should specify if the submission is being sent in more than one email.

The NCC will send an acknowledgement via email to confirm receipt of the proponent's document(s). This acknowledgement will confirm only the receipt of the proponent's document(s), and will not confirm if the attachments may be opened or if the content is readable.

## 12.0 General Conditions

By responding to this REI, the Proponent acknowledges and agrees in favour of the NCC to the following.

### 12.1 Reserved Rights of the NCC

In addition to the rights reserved by the NCC in Section 10.3 of this REI, the NCC reserves the right to accelerate or delay the REI schedule; to accept or reject some or all of the submissions submitted to this REI, whether they are complete or not; to cancel this REI process; and/or to reissue the REI in its original form or in a revised form.

The NCC reserves the right to request clarifications where any Proponent's submission is unclear, and may, in its sole and absolute discretion, request amendments to a Proponent's submission where, in the opinion of the NCC, there is an irregularity or omission in the information that is submitted. The NCC may, in its sole and absolute discretion, choose to meet with any Proponent(s) to discuss aspects of their submission(s).

The NCC shall not be bound to run any further procurement process, but reserves the right to issue a subsequent process for either or both parcels with a short list of qualified Proponents. The NCC shall be under no obligation to enter into a ground lease or any other transaction with any of the Proponent(s) to this REI. The NCC reserves the right to enter into negotiations for either or both parcels, whether for a ground lease or any other transaction, with any party (including those not participating in this REI process) at any time.

### 12.2 Confidential Information of the Vendor

Proponents are not permitted to make any public announcements, comments or media releases, including creating content on social media, pertaining to the details of their submissions as part of the REI process. Contravention of this provision is grounds for disqualification, at the sole discretion of the NCC.

### 12.3 No Liability for Costs and Expenses

Each submission will be prepared at the sole cost and expense of the Proponent. Interested parties will bear all costs and expenses in connection with their submission, including any costs incurred in the review of the REI and any expert advice required in responding to the REI. The NCC and its advisors shall not be liable to pay any Proponent costs under any circumstances. In particular, the NCC will not reimburse the Proponent in any manner whatsoever in the event of rejection of any or all submissions or in the event of the cancellation of the REI. By submitting a response to the REI, the Proponent irrevocably and unconditionally waives any claims against the NCC and its advisors relating to the Proponent's costs and expenses.

### 12.4 Other Government Approvals

The NCC will not consider any commitments or representations made in a submission on behalf of another public entity.

## **12.5 Administrative Cure Period**

The NCC will allow up to five business days for Proponents to resolve administrative issues associated with their submissions. For the purposes of this section, administrative issues mean matters related to the production of the submission, such as the required number of materials, corrupt or unreadable files or improperly authorized documents. In all other respects the submission must be complete.

## **12.6 Conflict of Interest**

According to Section 7.4, as a mandatory requirement, proponents are required to submit a duly signed Conflict of Interest Declaration, found in Appendix A, and to disclose any perceived, actual or potential conflict of interest. If a conflict of interest exists, the NCC may, at its sole discretion, withhold consideration of the submission until the matter is resolved to the satisfaction of the NCC, or the submission shall be treated as non-responsive and shall not be considered further. Undeclared conflicts of interest may result in the submission being declared non-responsive.

## 13.0 Appendix A: Conflict of Interest Form

No entity affiliated with the National Capital Commission or not at arm's length from the National Capital Commission shall be eligible to reply to this Request for Expressions of Interest (REI). Proponents making a submission in response to this REI must ensure that they, and all partners, constituent firms of a joint venture, team members and their consultants, in no way, directly or indirectly, have a conflict of interest, either real or perceived, in relation to any aspect of this REI or their submission.

Should a perceived or potential conflict of interest exist, the NCC may, at its sole discretion, withhold consideration of the submission until the matter can be resolved. Failure to appropriately manage, mitigate or minimize the perceived or potential conflict of interest to the satisfaction of the NCC, shall result in the submission being treated as non-responsive and shall not be considered further.

In any event, the proponent acknowledges and agrees that the NCC shall not be liable for any cost or any other direct or indirect charge associated with the proponent's response to this REI.

The proponent acknowledges that no conflict of interest exists, either real or perceived.

Dated at \_\_\_\_\_ this \_\_\_\_\_ day of \_\_\_\_\_, 2022

Proponent: \_\_\_\_\_

Per: \_\_\_\_\_

Title: \_\_\_\_\_

The proponent is uncertain or declares interest in the following:

Dated at \_\_\_\_\_ this \_\_\_\_\_ day of \_\_\_\_\_, 2022

Proponent: \_\_\_\_\_

Per: \_\_\_\_\_

Title: \_\_\_\_\_



NATIONAL CAPITAL COMMISSION  
COMMISSION DE LA CAPITALE NATIONALE