



AFRICA CENTER FOR STRATEGIC STUDIES

**Cutlass Express Senior Leaders' Seminar
4-6 February 2019
Maputo, Mozambique**

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ABOUT THE AFRICA CENTER

Since its inception in 1999, the Africa Center has served as a forum for research, academic programs, and the exchange of ideas with the aim of enhancing citizen security by strengthening the effectiveness and accountability of African institutions, in support of U.S.-Africa policy.

VISION

Security for all Africans championed by effective institutions accountable to their citizens.

Realizing the vision of an Africa free from organized armed violence guaranteed by African institutions that are committed to protecting African citizens is the driving motivation of the Africa Center. This aim underscores the Center's commitment to contributing to tangible impacts by working with our African partners – military and civilian, governmental and civil society, as well as national and regional. All have valuable roles to play in mitigating the complex drivers of conflict on the continent today. Accountability to citizens is an important element of our vision as it reinforces the point that in order to be effective, security institutions must not just be “strong,” but also be responsive to and protective of the rights of citizens.

MISSION

To advance African security by expanding understanding, providing a trusted platform for dialogue, building enduring partnerships, and catalyzing strategic solutions.

The Africa Center's mission revolves around the generation and dissemination of knowledge through our research, academic programs, strategic communications, and community chapters. Drawing on the practical experiences and lessons learned from security efforts on the continent, we aim to generate relevant insight and analysis that can inform practitioners and policymakers on the pressing security challenges that they face. Recognizing that addressing serious challenges can only come about through candid and thoughtful exchanges, the Center provides face-to-face and virtual platforms where partners can exchange views on priorities and sound practices. These exchanges foster relationships that, in turn, are maintained over time through the Center's community chapters, communities of interest, follow-on programs, and ongoing dialogue between participants and staff. This dialogue – infused with real world experiences and fresh analysis – provides an opportunity for continued learning and catalyzes concrete actions.

MANDATE

The Africa Center is a U.S. Department of Defense institution established and funded by Congress for the study of security issues relating to Africa and serving as a forum for bilateral and multilateral research, communication, exchange of ideas, and training involving military and civilian participants. (10 U.S.C 342)

MAP OF AFRICA



Map No. 4045 Rev. 7 UNITED NATIONS
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PROGRAM OVERVIEW

BACKGROUND

As an operational exercise, Cutlass Express annually tackles some of the challenging issues that face maritime security professionals on the water in the Eastern, Southern Africa and Indian Ocean Region (ESA-IO). This Senior Leaders Seminar (SLS), in turn, seeks to address the strategic-level challenges under which those operational matters fall. In other words, the focus is not only on the threats that exist on the water, but also on the challenges that hinder strategic-level actors from addressing those threats.

The aim of this SLS is not to review what maritime security challenges are threatening the peace, security, stability and prosperity of the participating states. Rather, it is to strengthen the capacity of the senior leaders from those states by arming them with the tools, lessons-learned and good practices that can help them to confidently and successfully embed operational responses into more extensive strategic approaches. There are responses, both within the region and beyond, that are proving effective in dealing with the sorts of challenges the senior leaders face. Indeed, Africa at large is perhaps the continent demonstrating the most innovation in terms of operationalizing strategic approaches to maritime security, governance and development. This seminar seeks to draw on that innovation and help the senior leaders to both better understand the challenges they face and know some of the options they have for overcoming them.

EVENT STRUCTURE

The three days of this event are broken into three broad thematic areas:

1. Managing and Securing Maritime Resources
2. Strategic Approaches to Maritime Security
3. Enhancing Maritime Governance

For each, the discussion will begin with an exploration of the challenges. In this case, it is not the challenges the senior leaders face on the water, but the challenges the senior leaders face on land in taking on each of the three thematic areas. Those difficulties will then be juxtaposed by a session focusing on identifying responses that have been attempted, and highlighting what has and has not worked, and why those approaches have or have not been successful.

A key focus of this event is dialogue. In addition to the discussion following each of the plenary sessions, the participants will also be divided, each afternoon, into smaller facilitated discussion groups to engage with each other on how best to move forward.

All Africa Center programs are conducted under a strict non-attribution policy. This allows participants to contribute and exchange views without reservation, thereby creating an effective and productive learning environment. Simultaneous interpretation will be provided to allow the

seminar to be conducted in English, French and Portuguese. All workshop materials will be provided in these languages.

PROGRAM MATERIAL

This document aims to provide a useful starting point for discussions and reference to return to in the future; it does not pretend to offer comprehensive treatment of the issues or contain all the answers. It, therefore, seeks to compile the information and analysis most salient to the SLS. But the experts, officials and practitioners who will be present in Maputo should not feel bound by or limited to the points raised in the coming pages. The aim of this event is expressly to draw on the experiences of the individuals present and to increase the interaction between the professionals who can actually address maritime security in the ESA-IO Region.

All seminar documentation will be posted on the Africa Center website. You will receive an email with details of how to log on to this website. Please contact us if you have any difficulty accessing the website.

DAY 1: MANAGING AND SECURING MARITIME RESOURCES

SESSION 1: THE CHALLENGES

Session Objectives:

- Identify the key elements to strategy development and implementation;
- Examine the hindrances to strategy development around maritime resource protection;
- Understand the concept of Maritime Wealth Blindness and the need to assess maritime resources.

Background

Regardless of the focus, any strategy development process begins with three assessments: 1) The external threats (Threat Assessment); 2) The internal challenges and opportunities (Self-Assessment); and 3) The terrain (Domain Assessment). While maritime security professionals tend to focus strategic ambitions on physical security concerns, they often skip an important step in doing so. Knowing what to protect and how to protect it first requires knowing what is there. In that respect, a maritime domain assessment is the first priority to developing effective maritime strategy. After threat assessments, senior leaders must turn their attention to understanding and developing important attributes of strategy development, namely: process, priorities, people and products.

A decade ago, most discussions regarding maritime security in Africa featured the term “sea blindness,” suggesting that despite Africa’s extensive coastline, African countries had turned their backs to the sea and had failed to either secure their maritime territory or harness its resources. Through a mix of international attention on the issue of piracy, as well as the major increase in offshore oil and gas production, it is fair to say that African states are not nearly as sea blind as they were a decade ago.

But maritime wealth blindness remains a significant issue. There is now a general recognition that the maritime domain has value – at a minimum, “no shipping, no shopping,” resonates with island, archipelagic, coastal and landlocked states alike. But most states have not engaged in the work to understand what is in their maritime domain. Without that knowledge, it is impossible to pursue the maximum sustainable economic potential of the maritime domain. And it is impossible to develop fit-for-purpose laws, regulations, policies or security plans much less to enact them.

This wealth blindness is a major barrier to strategic development, but it is by no means the only challenge. Corruption, weak institutions and poor cooperation between institutions hinders the ability of any of the agencies to obtain a sufficiently comprehensive picture of the maritime space so as to be able to manage and secure the resources within it in a manner that maximizes its value

in a sustainable and inclusive fashion. Resource and capacity constraints further limit the ability of institutions to have meaningful impact on maritime resource protection.

Furthermore, political will is often inadequate or lacking when it comes to effectively managing and securing maritime resources, even in island states. Developing political will, however, requires recognizing the interrelatedness between maritime resources on the one hand and food security, food sovereignty, piracy and general criminality on the other. There is an inextricable nexus between security and development, and senior maritime leaders need to be able to articulate that that nexus to the political classes. Ultimately, threats to marine resources constitute threats to the security, stability and economic prosperity of the state. It should therefore be in the national interest to overcome any challenges to developing and implementing sound strategy to manage and secure maritime resources.

Recommended Reading

“National Maritime Strategy Toolkit,” ACSS, retrieved at: <http://africacenter.org/wp-content/uploads/2016/07/The-Process-of-National-Maritime-Security-Strategy-Development-in-Africa.pdf>.

Ian Ralby, *From Sea Blindness to Wealth Blindness*, Stimson Center (2017), retrieved at: <https://www.stimson.org/content/sea-blindness-wealth-blindness>.

Johan Berganas, James Stavridis, *The Fishing Wars are Coming*, 13 Sept. 2017, retrieved at: https://www.washingtonpost.com/opinions/the-fishing-wars-are-coming/2017/09/13/05c75208-97c6-11e7-b569-3360011663b4_story.html?utm_term=.48aa30f27f4b.

DAY 1: MANAGING AND SECURING MARITIME RESOURCES

SESSION 2: THE RESPONSES

Session Objectives:

- Understand the difference between the maritime economy and the blue economy;
- Recognize the approaches to overcoming challenges in the process of developing and implementing strategy to manage and secure maritime resources;
- Learn from case studies and examples about what has and has not worked in different places;
- Examine the introduction of technology a means of increasing efficiency and effectiveness when managing and securing maritime resources;
- Explore the relationship between economic opportunities and improved maritime security.

Background

Different states and even agencies within states have employed a wide array of responses in an effort to overcome the challenges that impede effective management and security of maritime resources. These include procuring various types of technology (both hardware and software), reforming laws, creating tax and licensing incentives, encouraging NGOs to work with communities, hiring consultants and expert advisors, hosting investment conferences and generally seeking to build capacity, capability, legal authority and political will. This, too, is where maritime security and maritime safety intersect. While security threats tend to seem more dramatic, more people are lost each year at sea from safety issues. Consequently, sharing resources between agencies to monitor and respond to maritime incidents – both safety and security – can enhance management of the maritime resources by both stamping out unwanted activity, and supporting the seafarers and fishermen who are vital to the national economy of the state, as well as food security and food sovereignty.

The “blue economy” has become one of the most popular phrases when discussing maritime development around the world. That phrase is often used incorrectly as being synonymous with the “maritime economy.” Just as the “green economy” on land refers to sustainable, inclusive and environmentally friendly approaches that have economic value, the “blue economy” refers to the sustainable, inclusive and environmentally friendly approach to harnessing maritime resources. Matters like port construction and shipping are vital to the maritime economy of a state, but often of divorced from the blue economy. Fisheries, ocean pollution and marine biodiversity, on the other hand are issues central to the blue economy.

Increasingly, states that prioritize blue economy strategies that effectively manage and secure their maritime resources are seeing both economic benefit accruing to the state and a reduction

in resource-focused maritime crime. Furthermore, such states are attracting the support of international partners that are interested in funding projects that will help ensure the long term economic prosperity and stability of the state. That prosperity can, in turn, be used to help reinforce the security of the maritime domain, recognizing that the return on investment into maritime security comes through the benefits of a well-managed blue economy.

An increasingly important tool for managing and securing maritime resources is technology. Again, however, the investment into the technology that most benefits states tends to be in cases where the state has articulated a strategy for securing and managing its resources. That strategy becomes self-sufficient when the income from the resource management is ample to fund the security and protection of those resources. It is thus vital that the strategy sets forth not only a vision but a plan for implementation that includes a transition to self-sufficiency.

Recommended Readings

Africa's Blue Economy: A Policy Handbook, UN Economic Commission for Africa, retrieved at: <https://www.uneca.org/publications/africas-blue-economy-policy-handbook>.

Robert Frerck, Swapping Debt for Dolphins: Novel Financing Creates New Marine Parks in the Seychelles, retrieved at: <https://blueocean.net/swapping-debt-for-dolphins-novel-financing-creates-new-marine-parks-in-the-seychelles/>

Tuna 2020 Traceability Declaration, 5 Jun 2017, retrieved at: <https://www.weforum.org/agenda/2017/06/tuna-2020-traceability-declaration-stopping-illegal-tuna-from-coming-to-market/>.

DAY 1: MANAGING AND SECURING MARITIME RESOURCES

DISCUSSION QUESTIONS

1. What effect do economic challenges in your country have on your maritime security threats?
2. How does your maritime economy feature in your strategic activity regarding maritime security?
3. Do your political colleagues see the maritime/blue economy as a reason to put political will and financial resources behind maritime security?
4. From a governance standpoint, is IUU fishing more of an environmental concern or a security concern?
5. To what extent do you interact with the private sector to align security and economic activities?
6. What blue economic initiatives has your country pursued? What have worked? Are there specific economic opportunities you see in your maritime and coastal space that have not been pursued?

DAY 2: STRATEGIC APPROACHES TO MARITIME SECURITY

SESSION 3: THE CHALLENGES

Session Objectives:

- Recognize the changing security picture and the need to stay current on all assessments;
- Distinguish types of maritime strategy;
- Understand the process of strategy development and the challenges imbedded in it;
- Appreciate the value of ongoing strategic thinking.

Background

The maritime threat picture in the ESA-IO region is getting more and more difficult. Piracy remains a looming threat, but a tidal wave of drug trafficking raises existential concerns for states whose populations are becoming increasingly addicted to drugs or entangled in organized criminal or terrorist groups. Innovation on the criminal front is constantly creating new challenges, and the manipulation of laws and law enforcement efforts continues to become more sophisticated.

Given the seemingly constant state of “crisis,” it is challenging to find the time to engage in a proper strategic process. States and state institutions find themselves continually reacting, without ever having a chance to consider, much less pursue, a unified vision for a stable, secure and prosperous maritime domain. And, too often, a single agency takes on a maritime strategy development process without engaging the other relevant agencies. It is thus important to distinguish between three types of maritime strategy:

1. *National Maritime Security Strategy*
2. *State Action at Sea Strategy*
3. *Maritime Domain/Integrated Maritime Strategy*

In the first instance, the National Maritime Security Strategy has one pillar: security. It can be developed and implemented by the maritime security agencies, usually the navy, coast guard and/or marine police. By contrast, the State Action at Sea Strategy has two pillars: security and governance. It necessarily, therefore, involves both the security and the governance agencies including the maritime administration, fisheries ministry and port authority. Finally, the Integrated Maritime Strategy or Maritime Domain Strategy brings together the full spectrum of activities in the maritime space and has three pillars: security, governance and the maritime/blue economy. This third form of strategy is the most ambitious on the one hand, as it requires interwoven lines of effort among various agencies, and necessitates a whole-of-government implementation process. On the other hand, however, it is the most likely to garner political will, as it ties the security, governance and economic pieces together. In other words, it makes the business case for investing in security, by showing that the value proposition for spending state

resources on maritime security and governance is the return on investment that comes through the maritime economy. As African states, following the mandates from regional and international agreements, continue to develop national maritime strategies, they should consciously decide which pillar or pillars to include.

When effectively developed through an inclusive process, a maritime strategy will help foster interagency cooperation. That, in turn, improves the efficiency, effectiveness and integrity of the agencies involved. Furthermore, it helps all actors to answer the question as to why they are doing what they are doing. If an agency cannot explain its actions with the expression “in order to...” and tie it to a strategic objective, it should not proceed to act. The strategy, therefore, provides the framework for unified action across agencies to secure, govern and develop the maritime domain.

Recommended Reading

Raymond Gilpin, *Examining Maritime Insecurity in Eastern Africa*, Soundings, Jan. 2016, retrieved at: http://www.navy.gov.au/sites/default/files/documents/Soundings_No_8.pdf.

Drug Trafficking Routes Proliferate Through the Indian Ocean, Janes, 2017, retrieved at: https://www.janes.com/images/assets/457/72457/Drug_trafficking_routes_proliferate_through_Indian_Ocean.pdf.

State of Maritime Piracy 2016: East Africa Overview, Oceans Beyond Piracy, retrieved at: <http://oceansbeyondpiracy.org/reports/sop/east-africa>.

Simone Haysom, Peter Gastrow, Mark Shaw, *The Heroin Coast: A Political Economy Along the Eastern African Seaboard*, Global Initiative Against Transnational Organized Crime, July 2018, retrieved at: <http://globalinitiative.net/wp-content/uploads/2018/07/2018-06-27-research-paper-heroin-coast-pdf.pdf>.

“Maritime Security in the Western Indian Ocean: A Discussion with Assis Malaquias,” May 2017, retrieved at: <https://africacenter.org/spotlight/maritime-security-western-indian-ocean-a-discussion-with-assis-malaquias/>.

DAY 2: STRATEGIC APPROACHES TO MARITIME SECURITY

SESSION 4: THE RESPONSES

Session Objectives:

- Examine the national, zonal, regional and inter-regional approaches to maritime security;
- Recognize the maritime security ecosystem within each;
- Recognize the benefits of cooperation;
- Draw inspiration from other examples;
- Identify areas that are lacking in cooperation.

Background

No continent has seen more innovation in addressing maritime insecurity over the last decade than Africa. With cooperative architecture that is beginning to work, not only on paper, but in practice, Africa is becoming an inspiration for strategic approaches to maritime security around the world. Even within Africa, the regions have a lot to learn from one another, and the inter-regional dialogue is advancing the collective understanding of how to most effectively tackle the evolving maritime threats that states everywhere are facing.

Cooperation is at the heart of the response. And that cooperation comes in several forms:

1. Within governments (whole-of-government /inter-agency cooperation)
2. Among governments (bilateral, zonal and regional)
3. Among regions (inter-regional)
4. With international partners, both foreign states and organizations (international)
5. With the private sector and NGOs (public-private)

That cooperation, however, has to be strategically driven, otherwise it fades out over time. Well-crafted strategy has imbedded mechanisms for reevaluating in order to keep the approach relevant and responsive. The Djibouti and Yaoundé Codes of Conduct, various regional strategies, zonal mechanisms and national efforts around Africa are becoming examples of how best to approach maritime security, even with limited resources.

Recommended Reading

Ian Ralby, *The Case for a Whole-of-Africa Maritime Dialogue*, IGAD Maritime Affairs Newsletter, Vol. 3, Jul. 2018, retrieved at: <https://irconsilium.com/wp-content/uploads/2018/07/IMAN-July-18.pdf>.

Ian Ralby, *Cooperative Security to Counter Cooperative Criminals*, Defence IQ, 2017, retrieved at: <https://www.defenceiq.com/naval-and-maritime-defence/articles/cooperative-security-to-counter-cooperative>.

Regional Maritime Piracy Agreement Broadened to Cover Other Illicit Maritime Activity, IMO, Jan. 2017, retrieved at: <http://www.imo.org/en/MediaCentre/PressBriefings/Pages/4-DCOC-widened.aspx>.

Christian Bueger and Timothy Walker, *From Djibouti to Jeddah, the Western Indian Ocean Needs Security*, ISS, May 2018, retrieved at: <http://www.imo.org/en/MediaCentre/PressBriefings/Pages/4-DCOC-widened.aspx>.

DAY 2: STRATEGIC APPROACHES TO MARITIME SECURITY

DISCUSSION QUESTIONS

1. What are the biggest changes you have experienced in terms of threats in the last year? Five years? What strategic mechanisms do you rely on to respond to those threats?
2. To what extent have regional cooperation mechanisms changed your national approach to maritime security?
3. What are your biggest concerns at the moment from a national perspective? Regional perspective? Are they addressed by current strategic efforts?
4. What inspiration can you draw from other states or other regions that would perhaps help ensure a more strategic approach to maritime security?
5. What would you like to see happening to counter maritime threats at the strategic level that is not currently happening?

DAY 3: ENHANCING MARITIME GOVERNANCE

SESSION 5: THE CHALLENGES

Session Objectives:

- Identify barriers to governance;
- Examine legal hurdles;
- Understand the need for governance mechanisms.

Background

Every government on earth struggles with interagency cooperation. Every country on earth has room for improvement within its maritime laws and law enforcement. Every country on earth suffers from a degree of sea blindness. Recognizing these challenges is the first step to addressing them. But just because everyone struggles with them does not mean that there is any room for complacency. Not addressing these issues opens the door to perverse political economies, and ineffective rule of law leading to criminal impunity.

Articulating the actual problems can help with identifying approaches to dealing with them, in part by helping to foster political will. But it can also help external partners recognize what forms of assistance they can provide. And those external partners may be neighboring states or regions who have confronted similar challenges and can share in the experiences. Indeed, Africa-to-Africa capacity building may be one of the most effective approaches to addressing maritime governance challenges, as recent experiences and lessons learned – good and bad – from around the continent are among the best examples on earth.

Recommended Readings

Ian Ralby, “A Human Security Approach to Maritime Security in the Gulf of Guinea,” *Comparative Jurist*, 31 Aug. 2016, retrieved at: <https://comparativejurist.org/2016/08/31/a-human-security-approach-to-maritime-security-in-the-gulf-of-guinea/>

Stable Seas, One Earth Future Foundation, retrieved at: <http://oefresearch.org/topics/stable-seas>.

DAY 3: ENHANCING MARITIME GOVERNANCE

SESSION 6: THE RESPONSES

Session Objectives:

- Identify models for maritime governance;
- Examine the process of building a governance mechanism;
- Recognize the need for updating laws;
- Explore principles of harmonization;
- Discuss the value of regular internal exercises.

Background

There is no one right way to govern the maritime space. Regardless of approach, though, it has to work. Various models provide approaches centered on either unity of purpose or unity of effort. Regardless of the model, however, agencies need to be able to come together at differing levels to:

1. Collaborate
2. Cooperate
3. Coordinate
4. De-conflict

By coming together through a consistent, repeatable, documentable process to govern the maritime space, the various agencies and entities with maritime responsibilities can ensure the timely flow of information to senior decision-makers. This, in turn, ensures a more regular and comprehensive response to maritime threats.

Harmonization of approaches within a government and between states in the region can help to close gaps, frequently exploited by criminals, while also producing consistent quality response to security threats. A key element of harmonization is ensuring the legal frameworks are up-to-date so as to provide adequate means to address the issues the country actually faces. Law both constrains bad action and enable productivity. Both of these elements must be checked to ensure the laws are fit for purpose and the law enforcement agencies are able to put them into practice.

A key approach to testing and improving maritime governance is to hold regular table top exercises. In these exercises the agencies can walk through scenarios of ongoing, emerging or forthcoming issues and, step-by-step confirm the ability to respond to them effectively. Every such exercise will invariably reveal areas for improvement, but at the same time, it will make all actors more comfortable with and confident in their roles to respond.

Recommended Readings

National Maritime Security Strategy Toolkit, Africa Center for Strategic Studies (2016), retrieved at: <https://africacenter.org/publication/national-maritime-security-strategy-toolkit/>

Singapore's Whole-of-Government Approach to Maritime Security to Ensure Comprehensive Coverage and Coordinated Responses, Open Gov (2017), retrieved at: <https://www.opengovasia.com/articles/8089-singapores-whole-of-government-approach-to-maritime-security-to-ensure-comprehensive-coverage-and-co-ordinated-responses>

Brian Wilson, The Human Sea: Whole-of-Government Responses to Illicit Maritime Activity, pp.195-206, (2016), retrieved at: <https://hal.archives-ouvertes.fr/hal-01525217/document>.

DAY 3: ENHANCING MARITIME GOVERNANCE

DISCUSSION QUESTIONS

1. How are maritime governance decisions made in your country? Is there clarity as to roles and responsibilities of different agencies, lead agencies and national competent authorities?
2. Is there a formalized mechanism for interagency cooperation in your country? How much do you speak with colleagues in other ministries, agencies or departments?
3. How often does an interdiction at sea turn into a successful prosecution? What is working? What are the stumbling blocks?
4. How much do you collect annually in terms of penalties? What portion of them go back to your agency?
5. What ideas do you have for making maritime governance work better in your country?

SESSION 7: NEXT STEPS

Session Objectives:

- Identify actionable lessons from the dialogue;
- Brainstorm key steps on the road ahead;
- Discuss the future of the Exercise.

Background

The aim of this event is, first and foremost, dialogue. Consequently, this final session aims to provide participants with the chance to discuss what the immediate, mid-term and long-term future should hold in terms of practical steps and actionable commitments. Having already dissected the current state of affairs over the course of the previous three days, this final conversation is forward looking in two respects. First it seeks to identify what action should be taken- at the national, sub-regional, regional, inter-regional and international levels – to improve the status quo. Second, it intends to explore the options for how to maximize the impact of this Exercise, and explore what the future of it should be. Creative but pragmatic, out-of-the-box thinking is encouraged, as this is intended to be a productive brainstorming session that yields identifies tangible benchmarks on the horizon.

Discussion Questions

1. What did you expect to hear this week that you did not? What did you hear this week that you did not expect?
2. What needs to happen next to advance security in your country? Region?
3. What are you, in your own role, going to do to further that end?
4. How can you work with other states in the region on security?
5. What should the future of CUTLASS Express be?