

**MEMORANDUM OF UNDERSTANDING  
BETWEEN  
THE MINISTRY FOR FOREIGN AFFAIRS OF THE KINGDOM OF SWEDEN  
AND  
THE DEPARTMENT OF STATE OF THE UNITED STATES OF AMERICA  
ON COUNTERING FOREIGN STATE INFORMATION MANIPULATION**

The Ministry for Foreign Affairs of the Kingdom of Sweden and the Department of State of the United States of America (together, “the Participants”) have reached the following understandings:

**PREAMBLE**

Foreign state information manipulation, in forms that include propaganda and disinformation, can create or exploit divisions within and among countries, imperil election integrity, and undermine public trust in government. While foreign state information manipulation operations characteristically target particular audiences concentrated within specific countries and tailor messaging to those audiences, these operations are designed to advance wider geopolitical objectives. Because of its unpredictable and potentially destabilizing consequences, foreign state information manipulation presents a threat to national security. Both state and non-state actors may engage in foreign information manipulation. While many government measures for addressing foreign state disinformation can be applied to propaganda, this Memorandum of Understanding (hereafter, “MOU”) principally concerns countering foreign state information manipulation in the form of disinformation.

**SECTION 1: PURPOSE**

As exemplified in the counterterrorism context, transnational security threats are most effectively responded to through coordinated, multilateral solutions. Multinational approaches are strongest, most effective, and most rapidly deployed when there is consensus on how the problem is understood—in other words, when decisionmakers have a shared understanding about the seriousness of a threat and the most effective tools for addressing it. This includes having a shared understanding of how foreign governments use disinformation as an instrument of statecraft to surreptitiously change minds, values, and attitudes in other countries. Having a common operational picture of the foreign state information manipulation problem enables timely information sharing as well as coordinated strategic action among international partners.

The purpose of this MOU is to help the Participants develop the fullest possible common operational picture of the foreign state information manipulation threat and identify and implement effective ways to counter it. This MOU sets forth a shared understanding of lines of action in five key areas: 1) national strategies and policies; 2) governance structures and institutions; 3) capacity; 4) civil society, independent media, and academia; and 5) multilateral engagement.

The actions set forth in this MOU are expected to advance the goal of maximal coordinated government effort by the Participants to counter the threat of foreign state information manipulation while respecting freedom of expression online and offline. This MOU is not an international agreement. It represents the political commitments of the Participants and does not give rise to legal rights and obligations under international law. This MOU is expected to be used to build a shared understanding of approaches between the Participants to countering foreign state information manipulation.

The Participants endorse the following framework for countering foreign state information manipulation:

## **SECTION 2: KEY ACTION AREAS**

### 1. National Strategies and Policies

Effectively addressing foreign state information manipulation depends upon countries going beyond “monitor-and-report” approaches, to include developing and implementing strategies to counter this threat.

### 2. Governance Structures and Institutions

Marshalling and administering a national-level approach to countering foreign state information manipulation benefits from the designation of governance structures and institutions.

### 3. Capacity

Effectively countering foreign state information manipulation depends upon having the technical means and human capacity to maintain threat awareness.

### 4. Civil Society, Independent Media, and Academia

Civil society, independent media, and academia play essential roles to counter foreign state information manipulation.

### 5. Multilateral Engagement

Multilateral organizations that are leveraging international cooperation to counter and build resilience against foreign state information manipulation are indispensable to alleviating information and capability shortfalls across partner nations.

### **SECTION 3: IMPLEMENTATION, STATUS, AND DISCONTINUATION**

This MOU becomes operative upon signature by both Participants. It may be revised by mutual decision of both Participants in writing. Either Participant may discontinue this MOU through notification in writing to the other Participant. This MOU does not give rise to any rights or obligations under international or domestic law. Any cooperation hereunder is subject to the availability of funds for such purposes.

The Participants intend to exchange information under this MOU in accordance with their respective laws, regulations, and policies. The Participants intend that any information exchanged under this MOU would be provided with an expectation of confidentiality and should not be disclosed outside of the receiving Participant's government, save where disclosure is otherwise required by the receiving Participant's domestic law.

SIGNED at Stockholm, this 20 day of December 2024, in duplicate, in the English language.

**FOR THE MINISTRY FOR FOREIGN  
AFFAIRS OF THE KINGDOM OF  
SWEDEN:**

**FOR THE DEPARTMENT OF STATE OF  
THE UNITED STATES OF AMERICA:**

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Maria Malmer Stenergard,  
Minister for Foreign Affairs

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Erik D. Ramanathan  
U.S. Ambassador to the Kingdom of Sweden