Memorandum of Understanding
between the
Department of State of the United States of America
and
the Ministry for Foreign Affairs of the Republic of Finland
on Countering Foreign State Information Manipulation

The Department of State of the United States of America and the Ministry for Foreign Affairs of the Republic of Finland (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 framework 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.

This Memorandum of Understanding (MOU) is designed to help international leaders and decisionmakers 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 in this framework 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 amongst 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 requires countries to go 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 requires designated governance structures and institutions.

3. **Capacity**

Effectively countering foreign state information manipulation requires technical means and human capacity to maintain threat awareness.

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

Civil society, independent media, and academia can play essential roles in informing and supporting government-led initiatives 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.

Signed, in duplicate, at Brussels on April 4, 2024 in the English language.

FOR THE DEPARTMENT OF STATE OF THE UNITED STATES OF AMERICA:	FOR THE MINISTRY FOR FOREIGN AFFAIRS OF THE REPUBLIC OF FINLAND:
Antony J. Blinken, Secretary of State	Elina Valtonen, Minister for Foreign Affairs