

European counter-proposal to the United States' draft 28-point Ukraine peace plan

23 November 2025

pubblicato su reuters.com

The counter-proposal, drafted by Europe's E3 powers of Britain, France and Germany, takes the U.S. plan as its basis but then goes through it point by point with suggested changes and deletions.

The text is as follows:

1. Ukraine's sovereignty to be reconfirmed.
2. There will be a total and complete non-aggression agreement reached between Russia and Ukraine and NATO. All ambiguities from the last 30 years will be resolved.
(Point 3 of U.S. plan is deleted. A draft of that plan seen by Reuters said: "There will be the expectation that Russia will not invade its neighbours and NATO will not expand further.")
4. After a peace agreement is signed, a dialogue between Russia and NATO will convene to address all security concerns and create a de-escalatory environment to ensure global security and increase the opportunity for connectivity and future economic opportunity.
5. Ukraine will receive robust Security Guarantees
6. Size of Ukraine military to be capped at 800,000 in peacetime.
7. Ukraine joining NATO depends on consensus of NATO members, which does not exist.
8. NATO agrees not to permanently station troops under its command in Ukraine in peacetime.
9. NATO fighter jets will be stationed in Poland

10. US guarantee that mirrors Article 5

a. US to receive compensation for the guarantee

b. If Ukraine invades Russia, it forfeits the guarantee

c. If Russia invades Ukraine, in addition to a robust coordinated military response, all global sanctions will be restored and any kind of recognition for the new territory and all other benefits from this agreement will be withdrawn.

11. Ukraine is eligible for EU membership and will get short-term preferred market access to Europe while this is being evaluated

12. Robust Global Redevelopment Package for Ukraine including but not limited to:

a. Creation of Ukraine Development fund to invest in high growth industries including technology, data centres and AI efforts

b. The United States will partner with Ukraine to jointly restore, grow, modernize and operate Ukraine's gas infrastructure, which includes its pipeline and storage facilities

c. A joint effort to redevelop areas impacted by the war to restore, redevelop and modernize cities and residential areas

d. Infrastructure development

e. Mineral and natural resource extraction

f. A special financing package will be developed by the World Bank to provide financing to accelerate these efforts.

13. Russia to be progressively re-integrated into the global economy

a. Sanction relief will be discussed and agreed upon in phases and on a case-by-case basis.

b. The United States will enter into a long-term Economic Cooperation Agreement to pursue mutual development in the areas of energy, natural resources, infrastructure, AI, datacenters, rare earths, joint projects in the Arctic, as well as various other mutually beneficial corporate opportunities.