Article 136 TFEU, ESM, Fiscal Stability Treaty

Ratification requirements and present situation in the Member States

15th January 2014 v21

NOTE

Abstract

This note provides an overview of the ratification procedures on the modification of article 136 TFEU, the European Stability Mechanism Treaty and the Treaty on Stability, Coordination and Governance in EU Member States. The subsequent tables summarize the general state of play of these ratifications and deal in more detail with the constitutional rules and the circumstances surrounding the ratification process in the Member States. All articles mentioned refer to the national constitutions unless specified otherwise. The electronic version of this note allows accessing relevant background information via hyperlinks (national constitutional texts, draft bills, acts, notes, press releases, articles, etc.) and is available in the meeting documents online as well on the e-committee page.

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1. **ARTICLE 136 (3) TFEU**

1.1. **Content**

The European Council of 25th March 2011, acting by unanimity, following the procedure of article 48(6) and after consultation of the European Parliament, the Commission and the European Central Bank, adopted a decision 2011/119/EU aiming at the amendment of article 136 (3) of the Treaty on the Functioning of the EU by inserting following text: "The Member States whose currency is the euro may establish a stability mechanism to be activated if indispensable to safeguard the stability of the euro area as a whole. The granting of any required financial assistance under the mechanism will be made subject to strict conditionality".

1.2. **National constitutional requirements**

The constitutional requirements for ratification differ from Member State to Member State. Application of the simplified revision procedure by the European Council under article 48(6), is conditional upon the principle that the amending decision does not provide for an increase of competences of the European Union. This principle, as well as the fact that the article applies solely to the members of the Euro area, guided the analysis of certain EU Member States' governments submitting it to less constraining ratification procedures (e.g. Denmark, Greece, and Latvia). Other Member States governments concluded that there is a need to use the constitutional majority (e.g. Germany). The constitutions of other Member States require a constitutional majority for any treaty amendment (e.g. Austria).

1.3. **Entry into force**

Article 2 of the Decision of the European Council indicates as the objective for the date of entry into force of the amendment 1st January 2013, provided that all EU Member States have successfully completed approval of the decision according to their respective constitutional requirements. With the respect to the entry of force two discrepancies can be identified. Firstly, to date of writing, the procedure is still not completed in the Czech Republic (see below). Secondly, the ratification objective for the related ESM treaty itself was advanced to 1st July 2012, although it entered into force ultimately on 27th September 2012. In the Pringle case (see 2.4) the European Court of Justice confirmed that the ratification of the ESM treaty can be concluded before the entry into force of the 136(3) amendment.

1.4. **Recent developments**

All EU countries have completed their parliamentary ratification of the article 136(3) amendment, latest of which Malta by October 2012. Nevertheless all the internal ratification procedures were completed only on 3rd April 2013 in the Czech Republic, when the national ratification instrument was finally signed by the newly elected president Milos Zeman during the visit of the President Barroso in the country. Following the signature, the Czech ratification was notified to the Council of the EU and in accordance with the provisions of the Article 2 of the 2011/199/EU decision, the treaty amendment entered into force on 1st May 2013.
2. EUROPEAN STABILITY MECHANISM TREATY

2.1. Revised ESM treaty

The ESM treaty was signed by the euro area Member States on 2nd February 2012. Its establishment was conditional upon the revision of article 136 of the TFEU, containing the rules specific to Euro area Member States. The ESM was established as an international financial institution based in Luxembourg. Its purpose is to provide financial assistance to its members, who are experiencing or are being threatened by severe financing problems, if this is indispensable for safeguarding financial stability in the euro area as a whole.

The original version of the treaty was signed on 11th July 2011, but it has been modified to incorporate decisions taken by the heads of state and government of the euro area on 21st July and 9th December 2011 respectively. Those decisions aimed at improving the effectiveness and flexibility of the mechanism, providing for new financing tools similar to those of the EFSF, more flexible pricing of financial aid, timing of the capital contributions, urgency decision-making procedures and finally, a conditionality link to the Treaty on Stability Coordination and Governance.

2.2. Constitutional requirements in the Member States

With the exception of a couple of countries such as Estonia, most Member States did treat ESM as a standard international treaty, and applied the relevant less constraining rules for its ratification.

In some Member States ratification were subject to an ex-ante judgement by a constitutional court or similar body (Estonia), in others, ex post scrutiny of ratification is currently going on (Germany), although the preliminary ruling was handed.

2.3. Entry into force

According to article 48 (1), the ESM treaty shall enter into force once parties representing at least 90% of capital subscription (as specified in an annex and based on ECB contribution key) to have ratified it, i.e. Euro zone members. The stated objective for its entry into force is 1st July 2012. All euro area countries completed their internal ratification procedures.

2.4. Recent developments

With the deposit of the German ratification instrument on 27th September, the treaty entered into force (see note verbale of the Council of the EU). The representatives of the parties to the ESM issued a declaration designed to address the conditions requested by the German Constitutional Court, notably referring to Art. 8(5). Any increase in liabilities of Member States requires their prior agreement and “due regard to national procedures”. The Court also clarified that Art. 32(5), 34 and 35(1) should not prevent providing comprehensive information to national parliaments.

Estonia was the last country to ratify the ESM treaty on 3rd October 2012 and since that date, the ESM applies to all euro area countries.
The ESM held its inaugural meeting 8th October 2012, at the occasion of the Eurogroup meeting in Luxembourg.

The Irish High Court, following a complaint by Thomas Pringle, TD, referred for a preliminary ruling to CJEU those of the claims that concern the compatibility of the ESM treaty with the EU law (Case C-370/12).

The Court prioritized the dossier by the order of the president of the court on 4th October, indicating that use of the accelerated procedure is necessary "in order to remove as soon as possible that uncertainty, which adversely affects the objective of the EMS Treaty, namely to maintain the financial stability of the euro area". The Court held an oral hearing on the questions raised exceptionally in the full court of 27 judges, and delivered its judgement on 27th November 2012.

With respect to the decision 2011/199 of the European Council (Amendment 136(3)) the Court confirmed inter alia that:

- nothing affects its validity,
- no provision in TEU or TFUE precludes the conclusion of the ESM treaty
- the right of Member states to ratify the treaty is not subject to the entry into force of the abovementioned treaty amendment.

With respect to the ESM treaty it concluded inter alia that:

- the ESM doesn't fall within the remit of the exclusive competence of the EU over monetary policy
- the conferral of new tasks on the Commission and ECB is compatible with their powers as those do not entail any powers to make decisions of their own;
- the operation of the ESM is not precluded by general principle of effective judicial protection, as EU treaties do not establish a specific competence for the EU to set up the ESM and hence this is not an implementation of EU law to which the EU Charter of Fundamental rights would be applicable

An informally available document drafted with the view of the 20nd June 2013 meeting of the Eurogroup, indicates that the ESM Board of directors would aim to cap the amount of money it can use for the direct recapitalization of the banks at between 50 to 70 bn euros, and to provide any such aid via a specifically established subsidiary. The emergency voting procedure would not apply in such cases.
The Treaty on Stability, Coordination and Governance (TSCG) was signed on 2nd March 2012 by all the heads of State and government of the EU Member States with the exception of the Czech Republic and the United Kingdom.

2.5. Ratification procedure

The only country that to date announced its intention to submit the treaty ratification to referendum was Ireland. The Irish referendum took place on 31st May 2012. Several countries considered its possible ratification via an act of government (Cyprus, Malta, Poland), but eventually only Cyprus took that approach. The majority of the Member States did opt ratification along the lines of the provisions for international treaties.

2.6. Transposition of the balanced budget rule into the national legal order

By virtue of article 3 paragraph 2 of the treaty, the Contracting Parties have the obligation to transpose the rules on balanced budgets "through provisions of binding force and permanent character, preferably constitutional" at the latest one year after the entry into force of the Treaty. Several Member States already have such rules embedded in the constitution (Germany, Austria, Poland, Hungary, and Spain); in some cases more stringent than the requirements enshrined in the treaty (Germany), other countries indicated their intentions to upgrade the related provision (Austria).

2.7. Entry into force

According to article 14(2) and (3), the TSCG needs to be ratified by at least twelve euro area Member States to enter into force among them. When the treaty was signed the envisaged date for its entry into force was 1st January 2013. This objective was attained for twelve euro area Member states: Austria, Cyprus, Germany, Estonia, Spain, France, Greece, Italy, Ireland, Portugal, Finland, and Slovenia.

2.8. Intertwined ratifications

During the revision of the ESM treaty a recital was inserted stating: "It is acknowledged and agreed that the granting of financial assistance in the framework of new programmes under the ESM will be conditional, as of 1st March 2013, on the ratification of the Treaty on Stability, Coordination and Governance by the ESM Member concerned". Therefore several countries intended to ratify both treaties as well as the amendment of the article 136 TFEU at the same time, such as Greece already did on 19th April 2012 (Germany, Italy). So far, where the country ratifies both ESM and amendment of article 136, this was often done simultaneously (France, Greece). Some other countries, due to the obvious element of conditionality enshrined in the ESM treaty, indicated their preference to ratify the TSCG first. The Irish parliament voted on the ESM treaty and on article 136(3) only after the 31st May referendum on the TSCG.
2.9. Recent developments

At the time of writing, parliamentary ratification of TSCG was completed in 24 of 25 signatory countries, out of which 15 in the Eurozone. Cyprus, another Eurozone member, adopted the treaty by an act of the Council of Ministers. Finland deposited the ratification instrument as the twelfth Euro area member state on 21st December 2012. The Fiscal treaty therefore entered into force on 1st January 2013 between the countries that did ratify it. To date the Council received 22 ratification instruments together with two interpretative declarations from Denmark\(^1\) and Romania\(^2\) concerning the applicability of the title III, IV and V. Other non-euro member states indicated to be bound only by the title V (Hungary, Lithuania, Latvia, Poland, Sweden).

In Bulgaria, due to the political turmoil and new elections held 12th May 2013, the ratification has been delayed and ultimately completed on 28th November 2013 by its approval by the Parliament with 109 votes in favour, 0 against and 5 abstentions. Bulgarian president granted his assent on 3th December 2013.

Belgium also completed its ratification procedures in chambers at the federal level (La Chambre, Sénat) on 20th June 2013 as well on the level of regions and communities (Walloon regional parliament, Flemish Parliament, German community, French community, Brussels regional parliament, Brussels united parliament and COCOF) on 21st December 2013.

\(^1\) "With reference to Article 14(5) of the Treaty, Denmark declares that it will be bound by all the provisions of Titles III and IV thereof the content of which is applicable, wholly or partly, to those Contracting Parties which do not have the euro as currency, from the time of Danish ratification but not before the entry into force of the Treaty. As a consequence of its obligations with regard to the Treaty, Denmark will not be bound by any EU legislative rules which result from subsequent implementation of Titles III and IV of the Treaty and are adopted on the basis of provisions of the Treaties on the European Union which are applicable only to those Member States which have the euro as their currency."

\(^2\) "According to article 14 (5) of the Treaty, Romania declares its intention to apply all the provisions of Title III and IV of the Treaty, as of 1 January 2013, provided that twelve Contracting Parties whose currency is the euro have deposited their instrument of ratification, or on the first day of the month following the deposit of the twelfth instrument of ratification by a Contracting Party whose currency is the euro, whichever is the earlier."
Policy Department C: Citizens’ Rights and Constitutional Affairs

MAP OF EUROPE

State of ratifications

Art. 136
ESM TSCG

Not yet submitted for ratification
Ratification in progress
Parliamentary procedure completed

Eurozone
Non-Eurozone

12 December 2013
## General overview: Calendar of ratifications

<table>
<thead>
<tr>
<th>Country</th>
<th>Article 136 decision</th>
<th>European Stability Mechanism</th>
<th>Treaty on Stability, Coordination and Governance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Austria</td>
<td>Approved by Nationalrat 04/07/2012</td>
<td>Approved by Nationalrat 04/07/2012</td>
<td>Approved by Nationalrat 04/07/2012</td>
</tr>
<tr>
<td></td>
<td>Approved by Bundesrat 06/07/2012</td>
<td>Approved by Bundesrat 06/07/2012</td>
<td>Approved by Bundesrat 06/07/2012</td>
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<td>Ratification completed 30/07/2012</td>
<td>Ratification completed 30/07/2012</td>
</tr>
<tr>
<td>Belgium</td>
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<td>Approved by the Senate 07/06/2012</td>
<td>Approved by the Senate 25/06/2013</td>
</tr>
<tr>
<td></td>
<td>Approved by the Chamber 14/06/2012</td>
<td>Approved by the Chamber 14/06/2012</td>
<td>Adopted by the Chamber 25/06/2013</td>
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<tr>
<td></td>
<td>Ratification completed 16/07/2012</td>
<td>Ratification completed 26/06/2012</td>
<td>Royal assent 26/06/2013</td>
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<tr>
<td>Bulgaria</td>
<td>Approved by the National Assembly 13/07/2012</td>
<td>Ratification completed 06/08/2012</td>
<td>Adopted by the Parliament 28/11/2013</td>
</tr>
<tr>
<td></td>
<td>Ratification completed 17/04/2012</td>
<td>Ratification completed 07/05/2012</td>
<td>Presidential assent 03/12/2013</td>
</tr>
<tr>
<td>Croatia</td>
<td>Ratified as part of the Act of Accession</td>
<td>Ratification completed 03/07/2012</td>
<td></td>
</tr>
<tr>
<td>Cyprus</td>
<td>Approved by the House of Rep. 30/05/2012</td>
<td>Approved by the House of Rep. 30/05/2012</td>
<td>Approved 20/04/2012 (act of the Council of Ministers)</td>
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<tr>
<td></td>
<td>Ratification completed 03/07/2012</td>
<td>Ratification completed 28/06/2012</td>
<td>Ratification completed 26/07/2012</td>
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<tr>
<td>Czech Republic</td>
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<td>Ratification completed 19/07/2012</td>
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<td></td>
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<tr>
<td></td>
<td>Presidential assent 03/04/2013</td>
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<td></td>
<td>Ratification completed on 23/04/2013</td>
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<tr>
<td>Denmark</td>
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<td>Ratification completed 30/08/2012</td>
<td>Approved by Folketinget 31/05/2012</td>
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<td>Finland</td>
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<td>Germany</td>
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<td>Ratification completed 27/09/2012</td>
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<td>Greece</td>
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<td></td>
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<td>Ratification completed 10/05/2012</td>
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<td>Hungary</td>
<td>Ratification completed 19/04/2012</td>
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<td>Submitted to the Parliament March 2013</td>
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<td></td>
<td></td>
<td>Approved on 25/03/2013</td>
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<tr>
<td>Ireland</td>
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<td>Approved by Dail 20/06/2012</td>
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<tr>
<td></td>
<td>Approved by Seanad 27/06/2012</td>
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<td>Italy</td>
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3 The overview was produced with the kind cooperation of Legislative Dialogue Unit, Directorate for the Relations with National Parliaments and with the representatives of National Parliaments in Brussels.
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<th>Country</th>
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<th>Ratification Dates</th>
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<td>Latvia</td>
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<td>Malta</td>
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<td>Adopted by Tweede Kamer 24/05/2012</td>
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<td>Poland</td>
<td>Approved by Sejm 11/05/2012</td>
<td>Presidential assent granted 20/06/2012</td>
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<td>Portugal</td>
<td>Approved by Assembleia 09/12/2012</td>
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<td>Romania</td>
<td>Approved by Senate &amp; Chamber 12/06/2012</td>
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<td>Sweden</td>
<td>Approved by Riksdag 30/05/2012</td>
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<tr>
<td>United Kingdom</td>
<td>Approved - House of Lords on 04/07/2012</td>
<td>Parliamentary procedures concluded in all Eurozone countries, all notified the Council of the EU</td>
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</table>

**Treaty amendment entered into force on 01/05/2013**

**Treaty entered into force on 27/09/2012**

**Treaty entered into force on 01/01/2013**
### Detailed overview: Ratifications in EU Member States

<table>
<thead>
<tr>
<th>Country</th>
<th>Ratification Procedure</th>
<th>ESM treaty &amp; article 136</th>
<th>Treaty on Stability, Coordination and Governance</th>
</tr>
</thead>
</table>
| Austria            | Constitution of Austria  
Modification or amendment of laws requires a majority of votes in the parliament (the second chamber – Bundesrat – has limited veto powers) art. 50, 31, 9 (2). Should constitutional law be modified or complemented by the treaty, a majority of 2/3 of votes from parliament is required (from the Bundesrat if its competencies are concerned) art. 50(1), (3), 44 (1), (2), 9 (2). Modification or amendment of EU-primary law requires a 2/3 majority in parliament (art. 50 (1), (4)); the ratification of all other international treaties requires a simple majority of the votes in the Nationalrat (Bundesrat if competencies concerned) (art. 50 (1), (2)). The ratification of int. treaties may be accompanied by by-laws, i.e. in case of transferral of significant powers or the necessity of constitutional amendments (art. 9 (2) etc.). | The draft law on the adoption of the ESM was submitted to Nationalrat on 27th March 2012. The treaty is to be ratified only by the lower chamber by an assent of a simple majority of its members following the Art. 50(1).  
The Instrument for the adoption of the Council decision on the modification of the article 136, was submitted on 21st March 2012 and should be adopted by constitutional majority of 2/3 in both chambers of the Parliament (Nationalrat and Bundesrat) according to art. 23(4) and 50(4). | According to the draft law the treaty is to be adopted by a simple majority in Nationalrat and Bundesrat (art. 50(1) and 50(2)) which the government coalition of SPÖ and ÖVP were confident to obtain.  
A balanced budget rule was already passed into law in November 2011, but the government promises to present an additional amendment to upgrade it to the constitutional level. |
| Belgium            | Constitution of Belgium  
Majority in both chambers, Art. 167(2), 77(1) Nr. 6, 53, 34. In TFEU amendment & TSCG powers of the Community and Regional Governments are concerned and their approval is also required (Art 167(3)). A revision of the constitution requires a majority of votes of at least 2/3 from both chambers after the dissolution of both chambers and their re-election (Art. 195). | The draft law concerning the ratification of the article 136 was put to the Sénat on 13th March 2012. It was voted by the Senate on 10th May 2012 and subsequently by the Chamber on 14th June 2012. The ESM treaty was submitted on 29th May to the Senate and voted on without amendment by 46 votes in favour, 4 against and 14 abstentions. La Chambre has voted the text with 90 votes in favour, 14 against and 24 abstentions. Although it was indicated that the 136 Amendment would have to pass all regional and community Parliaments, the Council was notified of the completion of the ratification on 16th July 2012. | TSCG was approved by Nationalrat on 04th July 2012 by 103 votes in favour (Social Democrats, People's Party, Greens), 60 against with no abstentions. On 6th July, it was also approved by Bundesrat and received presidential assent on 17th July. |
| Bulgaria           | Constitution of Bulgaria  
Majority of the members of parliament (Art 85 (1)2 81(1), (2). A revision of the constitution requires a majority of 2/3 of members of parliament (Art. 155). | The Ministry of Foreign Affairs submitted the ratification instrument on the art. 136 to the Chamber on 16th June 2012, which adopted the text on 13th July 2012. | Due to the political turmoil and anticipated elections in May, the ratification instrument was submitted to the Parliament only on 11th November 2013 (Budget & Finance Committee), approved on 28th November by 109 votes in favour and 5 abstentions. Presidential assent was grated on 3rd December. |
<table>
<thead>
<tr>
<th>Country</th>
<th>Constitution of Country</th>
<th>Ratification Process</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>Croatia</td>
<td>Croatia ratified the amendment of the Article 136 as a part of the Act of Accession. According to the Article 5 of the accession treaty, it benefits from a temporary derogation from acceding to euro in the sense of the article 139 TFUE.</td>
<td>Croatia can accede to the Treaty on Stability, Coordination and Governance under the same conditions as other non-participatory EU member states (Czech Republic and UK).</td>
<td></td>
</tr>
<tr>
<td>Cyprus</td>
<td>Cypriot Parliament ratified the both ESM and amendment of the Art. 136 TFEU on 31st May 2012.</td>
<td>TSCG was approved by an act of the Council of Ministers on 20th April 2012. The ratification was completed by the notification to the Council of the EU on 03rd July 2012. The government currently explores whether the balanced budget rule will be inserted at the constitutional level.</td>
<td></td>
</tr>
<tr>
<td>Czech Republic</td>
<td>The project of modification of art. 136 was submitted for the ratification on 18th May 2011. On 25th April, the Czech Senate voted its consent to the modification by 49 votes in favour and 9 against. The Chamber of Deputies adopted the decision on 5th June 2012 by 140 votes in favour, 18 against The adopted law required the signature of the president. Outgoing president Vaclav Klaus, known for its eurosceptic views didn’t sign the ratification bill. On 6th December 2012, the Czech Senate passed a resolution calling on the President to immediately proceed to ratification of the European Council decision, recalling Lisbon II judgement of the Czech Constitutional Court, whereby the President “is obliged to ratify international treaty without undue delay after both chambers have consented to it”. New president, elected in January 2013, Milos Zeman, concluded the internal ratification by appending his signature to the bill on 3rd April 2013. The ratification was notified to the Council on 23rd April 2013.</td>
<td>NOT A PARTY TO THE TREATY</td>
<td></td>
</tr>
<tr>
<td>Denmark</td>
<td>Folketinget adopted the decision on modification of the article 136 on 23rd February 2012. The procedure was concluded by the notification of the adoption to the Council of the EU on 07th May 2012.</td>
<td>The draft law was submitted to Folketinget on 11th April 2012. The analysis of the ministry of Justice concluded that ratification of the treaty does not represent a transfer of sovereignty and therefore a single majority will be required (art. 19 of the constitution applies). Folketinget adopted the law on 31st May 2012 by 80 votes to 27. Denmark deposited with the ratification instrument an interpretative declaration, based on art. 14(5), and related to the applicability of the Titles III and IV only to the Eurozone members. It is expected that the budget brake will be implemented by the means of a general law.</td>
<td></td>
</tr>
</tbody>
</table>
Estonia

Constitution of Estonia

A majority of votes in parliament is required (Art. 121, 73, 70); if a constitutional amendment is required the parliament endorses it by two successive approval votes, the first with a majority of its members, the second with a majority of 3/5 of its members or, in case of urgency, by a majority of 2/3 of its members (Art. 163, 165, 166). Referenda on international treaties are ruled out (Art. 106). Also only secondary legislation can be modified when in conflict with the treaties.

The draft bill on adoption of Article 136 was submitted to Riigikogu on 24th May 2012.

The draft bill on ESM was submitted to the Riigikogu on 28th May 2012. Its adoption was conditional on the clearance by the Supreme court.

The treaty was challenged by the Chancellor of Justice Indrek Teder in the Supreme court, on the basis that the emergency voting system is contrary to constitution.

Chair of the Constitutional Affairs Committee of Riigikogu suggested an option of signing up to the treaty with reservation of not committing to the emergency voting system. Pursuant to art. 104(2)(15) on acts pertaining foreign and domestic borrowings, may be passed only by majority of the component members. In case of conflict with national secondary legislation, the treaty automatically takes precedence, but Estonia cannot ratify treaties that are in conflict with its constitution (art. 123).

The court cleared the treaty for ratification by the Parliament in urgency procedure on 12th July and found that the restrictions on the use of budgetary power stemming from emergency voting procedure are outweighed the principle of stability provided by an efficiently functioning mechanism. English version of the judgement is available here.

On 8th August 2012, Riigikogu adopted the 136(3) amendment by 86 votes in favour, 11 opposed and 2 abstaining.

The ESM treaty was adopted by the votes of the Reform Party and IRL. The opposition, including some Social Democrats and the Centre Party voted against.

The Government received a mandate from Riigikogu European Union affairs committee to sign the treaty on 27th January. A majority of members (art. 70 and 73) is required for the ratification.

The ratification instrument was drafted by the government in June and was submitted to Riigikogu on 11/06/2012, but its adoption was postponed until autumn.

The treaty bill was adopted by the Riigikogu on 17th October 2012, the president of the Republic granted his assent on 5th November 2012. The ratifying bill was published in the state gazette on 8th November.

The balanced budget rule should be provided through a standard legislative process.

Finland

Constitution of Finland

Majority of votes in the parliament (Art. 93, 94, 95); if a proposal concerns modification of the Constitution a 2/3 majority of votes is required (Art. 94(2), 95(2)).

The draft bill on the ratification of the article 136 treaty was put to Eduskunta on 15th May 2011. The bill was adopted on the 9th May 2012.

The draft bill seeking the approval of the ESM treaty was submitted to Eduskunta on 27th April 2012 and referred to the Committee on Finance with requests for opinion from Constitutional Affairs and Audit committees. The bill on ESM was adopted by Eduskunta on 29th May 2012.

Finnish government already sought a mandate of the Parliament to sign the treaty. The governing six-party coalition has a majority of 124 seats (out of 200).

On 18th December Eduskunta approved TSCG by 139 votes in favour, 38 against and 1 abstention. President gave its assent on 21st December 2012, which allowed for the conclusion of the ratification by the deposit of the instrument with the Council of the EU on the same day.

Balanced budget rule should be dealt with by a means of a standard law.
Two draft laws (article 136 modification and ESM treaty) were submitted to the French Parliament on 8th February under accelerated procedure. 

Assemblée nationale voted on 21st February on the treaty by 256 votes in favour, 44 against and 131 abstentions (mainly Socialist party).

Sénat voted on the treaty on 28th February, with 169 votes in favour, 138 abstention (in majority Socialist party) and 35 against. The amendment of article 136 TFUE was adopted 168 to 27.

The president François Hollande announced his aim supplement TSCG with provisions supporting growth.

The agreement of the European Council of 28-29th June 2012 provided sufficient guarantees for president Hollande to submit a draft law ratifying the TSCG and aim for it accelerated adoption. The treaty was transmitted to the Conseil constitutionel for an ex-ante control. Following an accelerated procedure, the treaty was declared to be in conformity with the constitution in 9th August.

Former government of president Nicolas Sarkozy had the intention to insert the debt brake rule since summer 2011. The measure has been approved by both houses but awaited the passage before the special congress session of both houses required to change the constitution by 2/3 of its members. Nevertheless, François Hollande declared his formal opposition to a change of the constitution suggesting instead measures to be embedded in an organic law. Viability of this option was confirmed by the Conseil Constitutionel. Nevertheless several doubts were expressed by leading constitutionalist about this option with regard to the guarantees of the controls of its application.

The Treaty was submitted by the Government to the Assemblée Nationale on 19th September in accelerated procedure. with Elisabeth Gigou named rapporteur. Assemblée nationale adopted the text by 477 votes in favour, 70 against and 21 abstentions. Subsequently the Senate adopted the bill by 307 votes in favour, 32 against and 8 abstentions.
Germany aimed to ratify the treaty together with the ESM treaty, ESM financing law and amendment of the article 136. For TSCG, the Government took decision to apply the 2/3 constitutional majority. The draft bill was tabled to Bundestag on 20th March and after lengthy negotiations adopted by both Bundestag and Bundesrat on 29th June 2012.

Several constitutional complaints were lodged with the Karlsruhe Court and included submissions with applications for the remission of the interim decree preventing president Gauck from signing before the decision of the Constitutional court.

In its decision of 12th September, the BVerG rejected all the petitions directed against the treaty and cleared the way for the completion of the ratification procedure of the treaty.

Germany already has a balanced budget rule that was inserted in the constitution in 2009. "Schuldenbremse" inserted in art. 109 of the Basic Law is more stringent than the rules in the treaty and applies both to the federal government and to the Länder.

Greece was the first country to ratify the treaty on 28th March by 194 votes in favour, 59 against with 47 MP not voting. The ratification was notified to the Council of the EU on 17th April 2012.
### Hungary: Constitution of Hungary

The transfer of constitutional powers to the European Union requires a 2/3 majority from the parliament (E(4)); a 2/3 majority of votes in the Parliament is required to amend the Constitution (Art. 5(2)).

Hungarian Parliament adopted the decision on the modification of the article on 27th February 2012. Ratification was notified to the Council of the EU on 19th April 2012.

The draft bill for the ratification of the treaty was submitted under number T10220 to the Parliament at the beginning of March 2013. The governing party FIDESZ has a constitutional majority in the unicameral Parliament. Opposition socialist party also supports the fiscal treaty. Both supported the mandate to the government to conclude the treaty.

The new Hungarian constitution that entered into force on the 1st January 2012 already contains a balanced budget rule (article 36 and 37).

### Ireland: Constitution of Ireland

Majority from both chambers (Art. 29 (5), (6), 15 (11); a revision of the constitution requires a majority from both chambers and a mandatory and binding referendum (Art. 46(2) (5), 47, 15(11). Any bill can be put for a referendum (Art. 27(1)). A bill amending the constitution requires a majority of votes from both chambers as well as a mandatory and binding referendum (Art. 46(2), 47).

The decision of Art. 136 should be incorporated into the national law by amendment of the European Communities Bill, submitted to Dail on 04th May 2012. The ESM bill, was submitted to Dail on 3rd May 2012. Approval of both is scheduled before the end of the Summer session.

Thomas Pringle, TD, logged a complaint with the Irish Supreme Court against the art. 136 ratification with five substantive claims. Two of them were submitted to the Court of Justice of the European Union for a preliminary ruling. He didn't succeed in obtaining the preliminary injunction to delay the ratification pending the judgement. About the outcome See p. 7

Ireland approved the TSCG by referendum held on 31st May by 60.29% votes in favour, 39.71 against with a participation rate of 50.6%. The approval was subsequently enacted by 30th Amendment to teh constitution and received the presidential assent on 27th June 2012. The amendment in turn allowed Ireland to ratify the treaty.

On 10th May, commissions of both houses of Oireachtas (Joint Committee on European Union Affairs and Sub-committee on Referendum on TSCG) submitted a common report on the Treaty. The ratification instrument was deposited with the Council of the EU on 14th December 2012.

The government intends to provide for a balanced debt rule by a standard legislative procedure.

### Italy: Constitution of Italy

Majority from both chambers (Art. 80, 72(4), 64(3); any revision of the constitution requires two successive approvals from both chambers having at least three month in between. The majority of votes must be achieved in the first vote and the majority of members in the second (Art 138(1)). If a 2/3 majority could not be obtained in the second vote and a request is made by one fifth of the members of either chamber, by 500 000 electors, or by five regional councils, a referendum must be held (Art 138(2)(3)).

The draft bill N 3240 authorizing the president to ratify ESM treaty was presented by the government on 3rd April 2012.

The draft bill N 2914 on the amendment of the article 136 was submitted to the Senate on 19th September and was examined by the Foreign Affairs Committee, jointly with the two international treaties. The Committee stage concluded in the Senate on 3rd July 2012 and 19th June in the Chamber and has consequently received presidential assent on 23rd July.

The draft bill N 3239 authorizing the president to ratify the stability treaty was sent to the Senate for consideration on 3rd April 2012. The government indicates that the ratification has to obtain a simple majority.

The Committee stage was concluded in the Senate on 3rd July 2012 and 19th June in the Chamber and has consequently received presidential assent on 23rd July 2012.

Balanced budget rule was integrated via a constitutional bill passed by the Senate on 18th April 2012.
<table>
<thead>
<tr>
<th>Country</th>
<th>Constitution</th>
<th>Ratifications</th>
</tr>
</thead>
<tbody>
<tr>
<td>Latvia</td>
<td><strong>Constitution of Latvia</strong></td>
<td>On Thursday, 19 April, the Saeima supported the ratification of the article 136 amendment by 79 votes in favour, no votes against and no abstentions. The Saeima approved the treaty on 31st May by 67 votes in favour and 29 against (Harmony Center). According to the draft law, majority of 2/3 was required (art. 68(2)) for TSCG approval.</td>
</tr>
<tr>
<td>Lithuania</td>
<td><strong>Constitution of Lithuania</strong></td>
<td>TSCG draft law was submitted on 05th June 2012 and adopted by Seima on 28th June 2012 by 80 votes in favour, 11 against and 21 abstentions. Government might request opinion of the constitutional court on the treaty and debt brake requirement.</td>
</tr>
<tr>
<td>Luxembourg</td>
<td><strong>Constitution of Luxembourg</strong></td>
<td>The law of ratification was submitted to the Chamber on 11th July 2012. On 4th October it was forwarded to the Commission on Finances and Budget as a committee responsible. The Council of state delivered its opinion on 21st December 2012, which subsequently allowed Chambre des députés to nominate the rapporteur Michel Wolter on 8th January 2013. Committee stage was concluded on 19th February 2013 and submitted thereafter to the plenary. The Chamber adopted the bill on 27th February 2013, and included request for the dismissal of the second vote. The debt brake will be implemented via an organic law that has to be approved by 2/3 majority.</td>
</tr>
<tr>
<td>Malta</td>
<td><strong>Ratification of Treaties Act</strong></td>
<td>Maltese parliament - Kamra tad-Deputati approved ESM treaty in Second reading on 04th July 2012, it was then forwarded to the Committee and was approved in third and final reading on 19th July 2012. The Council decision on the amendment of the Article 136 was submitted to the House on the 2nd June. On 2nd October the decision was adopted unanimously. The Resolution concerning the ratification of the TSCG Treaty was submitted to Kamra tad-Deputati on 3rd October and is being read clause by clause. Last reading took place on 5th November. Procedure was suspended in the view of the March 2013 elections the motion had to be re-tabled for the twelfth legislature. It was eventually adopted on 11th June 2013.</td>
</tr>
</tbody>
</table>

**Notes:**
- Ratifications of the Article 136 TFEU, ESM, Fiscal Stability Treaty in the EU Member States.
Majority from both chambers by at least more than half of members present (Art 92, 91(1)(2), 67(1)(2)); if a constitutional amendment is required a 2/3 majority from both chambers is necessary (Art. 92, 91(3)).

The Council of State in its opinion of 1st March 2012 endorsed the intent of the bill, but pointed to the discrepancies between the wording art. 136(3) and ESM treaty and necessity to maintain the integrity of EU institutional architecture. Whereas 136 allows for measures indispensable for the safeguard of the stability of the Eurozone, Art. 14 of ESM allows for preventive financial assistance.

The draft law for the ratification of ESM and article 136 was discussed on 23rd May. The Art. 136 amendment was approved on 24th May in the Tweede Kamer by 100 votes in favour and 46 against and the ESM by 100 votes in favour (VVD, PvdA, CDA, D66 and Greens) and 47 against (PVV, SP, SGP, PvdD). Both transmitted to the Eerste Kamer for approval.

The Eerste Kamer approved the ESM and Art. 136 bills by 50 votes in favour (VVD, CDA, PVdA, D66), GroenLinks, 23 against.

Poland

Constitution of Poland

A 2/3 majority from both chambers is required (Art 90(1)(2)) when the treaty implies transfer of sovereignty. Additionally, a referendum can be called for according to Art. 90(3) if ordered by the parliament with a majority of votes of its members or the President and approved by the senate again with a majority of its members (Art. 125 (2)). The result of the referendum is binding if more than half of those having the right to vote have participated (Art. 125(3)). A revision of the constitution requires a majority of 2/3 of votes from the parliament and a majority of votes from the senate (Art. 235 (4)).

Modification of article 136 was discussed in the plenary of the Sejm on 9th May and approved for the ratification on 11th May. It was forwarded to the Senate, which approved the bill on 30th May by 55 votes in favour, 30 against.

The ratification procedure was completed by the deposit of the ratification instrument with the Council on 13th November 2012.

The bill was approved in the Sejm by 282 votes in favour, 137 against (mainly PiS and SP parties) and 1 abstention. The Senate passed the law on 26th February 2013.

On 21st March 2013, Law and Justice party (PiS) made submissions to the Constitutional court challenging the ratification. On 26th June 2013 the Constitutional court ruled on the ratification procedure (simple majority instead of 2/3 majority) to be in accordance with the Constitution. 24th July 2013 president Komorowski granted its assent. PiS party indicated it will further challenge its validity at the Constitutional Court.

Two options for ratifications were explored by the government while awaiting legal opinion. The PM's preferred option would have been an approval for ratification by the president through a simple act of government (art. 89) as many of the provisions of the pact apply to the Eurozone members and would not imply a transfer of sovereignty. Alternatively art. 90 would have had to apply, requiring 2/3 majority in both chambers.

The bill was adopted in the Sejm by 282 votes in favour, 137 against (mainly PiS and SP parties) and 1 abstention. The Senate passed the law on 26th February 2013.

On 21st March 2013, Law and Justice party (PiS) made submissions to the Constitutional court challenging the ratification. On 26th June 2013 the Constitutional court ruled on the ratification procedure (simple majority instead of 2/3 majority) to be in accordance with the Constitution. 24th July 2013 president Komorowski granted its assent. PiS party indicated it will further challenge its validity at the Constitutional Court.

The balanced budget rule is already in the Polish constitution (Article 216 (5)), but it might require modifications as it does not include the provisions concerning limit of annual structural deficit.
<table>
<thead>
<tr>
<th>Country</th>
<th>Constitution of Portugal</th>
<th>Constitution of Romania</th>
<th>Constitution of Slovakia</th>
<th>Constitution of Slovenia</th>
</tr>
</thead>
<tbody>
<tr>
<td>Portugal</td>
<td>Majority of votes from the parliament (Art. 166 (5), 161-i, 116, 168): A revision of the constitution requires a majority of 2/3 from members of parliament (Art. 286(1))</td>
<td>Majority of votes from both chambers (Art. 91(1), 75, 11(2)). A revision of the constitution requires a 2/3 majority from both chambers (Art 151(1)). Additionally, a binding referendum must be held.</td>
<td>3/5 majority from all members of parliament (Art. 7(2), 84(4)). The revision of the constitution requires a 3/5 majority vote from all members of the parliament (Art. 84(4)). Referenda can be called for on important issues of public interest (Art. 93).</td>
<td>Before ratification the parliament can call for a binding referendum (Art 3a (2). The revision of the constitution requires a majority of 2/3 from parliament (Art. 169). If required by at least 30 members of parliament a binding referendum on the revision of the constitution must be held (Art. 170 (1)). In case of a revision of the constitution a binding referendum must be held if at least 30 members of parliament request it (Art 170(1)).</td>
</tr>
<tr>
<td>Portugal</td>
<td>Portugal ratified the ESM treaty and article 136 modification on 13th April 2012. Following a favourable opinion of the Legislative council, the draft law for the ratification of article 136 decision was forwarded to both Chamber of Deputies and Senate on 12th December 2011. European Affairs committees and Committee on Legal Affairs of both chambers produced a joint report submitted on 7th May 2012. The bill was put on the agenda of joint session of both chambers and adopted on 12th June 2012. The presidential assent was granted on 19th June 2012.</td>
<td>Romania government submitted a draft law for the ratification of the treaty on 20th March 2012 and president Basescu signed on 29th March a decree to submit the treaty for parliamentary ratification. It was put on the plenum agenda of the Chamber of Deputies on 24th April 2012 in an emergency procedure (Art. 74(3)). There was no final vote as the quorum was lacking. The bill was finally adopted by the Chamber on 8th May and by the Senate on 21st May 2012 and ratified by president Basescu on 20th June 2012. Ratification procedure was completed on 6th November 2012, when Romania together with the ratification instrument deposited an interpretative declaration. Romania maintains its commitment since 2009 to join Eurozone by 2015.</td>
<td>The governing party Smer-SD commands majority in mono-cameral Narodna rada. Narodna rada adopted on 15th May the European Council decision on the article 136 modification by 130 votes in favour, 11 against and 1 abstention. ESM was approved by Narodna Rada on 22nd June 2012 by 118 votes in favour, 20 against and 5 abstentions.</td>
<td>Slovenia was the second Member State to ratify the ESM treaty on 19th April 2012, through the vote in Drzavni Sabor, by 74 votes in favour our of 75 present. Amendment of the article 136 was ratified in July 2011.</td>
</tr>
</tbody>
</table>
### Spain

**Constitution of Spain**

A majority vote from both chambers is required (Art. 94, 74 (2), 79(2)). Any revision of the constitution requires a majority of 3/5 from both chambers (Art 167(1)). A referendum on the constitutional amendment is required if requested by 1/10 of the members of one chamber (Art. 167(3)). Binding referendums can be called for in case of a constitutional amendment if requested by 1/10 of the members of one of the chambers (Art. 167(3)).

Request for approval of the ESM treaty was submitted to the *Congreso de los Diputados* on 20th February 2012. The Committee on Foreign Affairs recommended the plenary of the House to give its consent on 18th April.

Both the amendment to the Article 136 and the ESM treaty were approved by the *Congreso de los Diputados* on 17th May 2012 by 292 votes in favour, 17 against and 7 abstentions and transmitted to *Senado*. In the *Senado*, the Art. 136 was approved by 237 votes in favour 1 against and the ESM Treaty received approval of 234 members, with 1 opposed.

The draft bill on the TSCG was submitted to *Congreso de los Diputados* on 14th May 2012 and referred to the Committee on Foreign Affairs. Deadline for amendments was reopened until 12th June. The approval shall require simple majority in both chambers and Partido Popular commands a majority in both chambers. *Congreso de los Diputados* approved the treaty on 21st June 2012 and subsequently the *Senado* on 18th July, which was closely followed by Royal Assent on 25th July 2012.

The reform package of November 2011 already inserted *balanced budget rule* at both national and regional level.

### Map

**Instrument of Government of Sweden**

Any judicial or administrative sovereignty not directly based on the constitution may be transferred to an international organisation if approved by a ¾ majority of votes from the parliament or by the procedure for the revision of the constitution (Chapter X § 5(3)). The transfer of any right of decision-making which is directly based on the constitution, the use of State property or the conclusion or denunciation of international treaties or commitments requires the approval by parliament in the way of a constitutional amendment (Chapter X § 5 (1) 1, 3). A revision of the constitution requires two successive approvals with a majority of votes from parliament before and after re-election of the parliament (Chapter VIII § 15 (1) 1, Chapter IV § 5).

The instrument for approval was submitted to *Riksdag* on 23rd February 2012. The Constitutional affairs committee concluded in its opinion of 26th April 2012 that the modification of article 136 does not represent a transfer of sovereignty and only simple majority will be needed.

The plenary of *Riksdag* debated the article 136 amendment on the 30th May and adopted it by subsequent vote with 276 votes in favour, 19 reservation, 19 abstentions.

The bill was submitted to *Riksdag* on 22nd November 2012. It was adopted by the plenary on 7th March 2013 by 251 votes in favour, 23 against (MP) and 38 abstentions.

The governing centre-right Alliance for Sweden - the Moderate Party, People’s Party Liberals, Christian Democrats and Centre Party - has been supportive of the pact. However, with the opposition Left Party, Greens and Sweden Democrats opposed, support from the Social Democratic Party (SAP) was necessary to reach a parliamentary majority. It eventually supported the signing of the treaty against the guarantees that Swedish labour market will be maintained and that no decision-making powers would be transferred from *Riksdag* to EU institutions.

The balanced budget rule should not be in principle included at the constitutional level.
<table>
<thead>
<tr>
<th>United Kingdom</th>
<th>European Union Act 2011</th>
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<tr>
<td></td>
<td>Simple majority in both chambers. The parliamentary ratification process in the UK requires the government to defend its Bill in three readings in the House of Commons and the House of Lords, respectively. Before submitting the bill, the Government must provide a statement to the Parliament whether the ratification does not fall within the section 4 of the EU Act of 2011 and therefore does not require a referendum.</td>
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</tbody>
</table>

Foreign Office made a statement to the Parliament regarding the section 4 of the European Union Act (referendum test) - concluding that referendum will not be required. Announced in the Queen's speech on 9th May 2012, the ratification Bill for the amendment of the Art. 136 was submitted to the House of Lords on the 10th May 2012, second reading took place on 23rd May 2012 and the committee stage began on 13th June. The bill went through third reading in the House of Commons on 10th September 2012. Ratification was completed by the deposit of the instrument of ratification on 12th November 2012.

It is to be noted that the draft treaty change decision has already been examined by Parliament as a result of the previous scrutiny process and approved by both House of Commons and House of Lords in 2011. Lords Select Committee published an opinion concerning the art. 136.