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MEETING DOCUMENT

From:	General Secretariat of the Council
To:	Ad Hoc Working Party on the Multiannual Financial Framework (AHWP MFF) Working Party on Own Resources
Subject:	MFF 2028-2034: NOR Fiche No 2 - Estimated revenue projections for the Tobacco Excise Duty own resource

In view of the meeting of the WP on Own Resources on 17 September 2025, delegations will find attached the Commission's Fiche No 2.



EUROPEAN COMMISSION

**Multiannual Financial
Framework 2028-2034**

NOR Fiche no. 2

12 September 2025

WORKING DOCUMENT OF THE COMMISSION SERVICES

Subject: Estimated revenue projections for the Tobacco Excise Duty own resource

1. INTRODUCTION

This fiche presents the underlying data and assumptions used for estimating the revenue of the new own resource based on the tobacco excise duty that is part of the proposal for a new Own Resources Decision adopted by the Commission on 16 July 2025¹.

A fixed annual 2% deflator is applied to convert current prices into 2025 constant prices. This ensures the consistency of the presentation of the own resources and the multiannual financial framework in current and 2025 prices.

2. SCOPE

The Tobacco Excise Duty Own Resource would be based on the proposal for a Council Directive on the structure and nominal rates of excise duty applied to manufactured tobacco and tobacco related products (recast)². Should the recast be adopted it is expected to have an increase of revenues for the Member States of up to EUR 15.1 billion per year.

The manufactured tobacco and tobacco related products released for consumption within the scope of the Tobacco Excise Duty Own Resource are defined in Article 2 of the above-mentioned proposed Council Directive. Manufactured tobacco products are cigarettes, cigars, cigarillos, smoking tobacco, fine-cut tobacco for the rolling of cigarettes, other smoking tobacco, waterpipe tobacco, heated tobacco and other manufactured tobacco. Tobacco related products include liquids for electronic cigarettes, nicotine pouches, and other nicotine products.

¹ [Proposal for a COUNCIL DECISION COM\(2025\)574](#) on the system of own resources of the European Union and repealing Decision (EU, Euratom) 2020/2053.

² [Proposal for a Council Directive \(EU\) 2025/580](#) of 16 July 2025 laying down the structure and rates of excise duty applied to manufactured tobacco and tobacco related products (recast).

3. UNDERLYING DATA AND PROJECTIONS

A uniform call rate of 15% is applied to the revenue, which is generated by the multiplication of the forecasted minimum rates with the projected quantities released for consumption³. The forecasts are based on data for factory made cigarettes (FMC), fine-cut tobacco (FCT), cigars and cigarillos (CC), and other smoking tobacco (OST). For all types of tobacco projected a uniform introduction of new minimum rates in 2028 is assumed.

3.1. MINIMUM RATE

The revenue estimates are based on the recast Directive and therefore the use of the 'partial PPP approach' whereby two-thirds of the minimum rates is expressed in nominal terms as determined by the Directive, and one-third in purchasing power parity (PPP) terms.

In line with the recast Directive, to ensure the durability of the policy stance over time, the two-thirds part of the excise duty is updated in light of average EU inflation trends, based on HICP, every 3 years. For the purpose of the forecast, the GDP deflator⁴ is used as a proxy. This update of the nominal rate has been done for the years 2031 and 2034 using the % change in the GDP deflator over the preceding 3 calendar years.

One-third of the rate is expressed in PPP terms by adjusting the level of the rates by means of the Member State's Price Level Index (PLI). The PLI for the year 2024 was sourced from Eurostat (dataset PRC_PPP_IND) to estimate the rate in PPP terms. For simplicity, this is assumed to remain constant throughout 2028-2034, although according to the recast Directive, this is to be revised every 3 years to account for changes in the PLI over time.

Should the recast not be adopted on time before the introduction of the own resource, the current excise duty rates in nominal terms apply.

Table 1 – Excise Duty rates of the current Directive

		2028 -2034
<i>Factory-made cigarettes</i>	<i>Rate EUR/1000pc</i>	<i>90</i>
<i>Fine cut tobacco</i>	<i>Rate EUR/kg</i>	<i>60</i>
<i>Cigars and cigarillos</i>	<i>Rate EUR/1000pc</i>	<i>12</i>
<i>Other smoking tobacco</i>	<i>Rate EUR/kg</i>	<i>22</i>

³ Art. 6 par. 3 Council Directive (EU) 2020/262 of 19 December 2019 laying down the general arrangements for excise duty (recast).

⁴ Based on Commission Spring Forecast 2025 and T+10 projections (see Fiche no. 2).

3.2. RELEASES FOR CONSUMPTION

The Commission uses release for consumption data of FMC, FCT, CC and OST for 2023 adjusted for the effects of a change in the policy using elasticity assumptions. This data is provided by the external study supporting the impact assessment accompanying the recast of the Tobacco Excise Duty Directive⁵. A year-on-year decrease of 2.46% is assumed for all product categories until 2034, as was observed on average for FMC between 2019 and 2023.

In case the recast is not adopted on time, the release for consumption data based on year 2023 would only be adjusted with a year-on-year decrease of 2.46%, assumed for all product categories until 2034 with no additional elasticity assumptions applied.

4. ENTRY INTO FORCE

The proposed own resource is not legally dependent on the adoption of the recast of the Council Directive. Therefore in case the recast is not yet adopted at the time of the entry into force of the Own Resources Decision, the Tobacco own resource will enter into force based on the present applicable Directive⁶.

Enclosures:

Table 2 – Tobacco excise duty own resource estimates per Member State, 2028-2034 (EUR million, 2025 prices)

Table 3 – Tobacco excise duty own resource estimates per Member State, 2028-2034 (EUR million, current prices)

Table 4 – Tobacco excise duty own resource estimates per Member State, 2028-2034 (% GNI)

Table 5 – Tobacco excise duty own resource estimates per Member State (current Directive), 2028-2034 (EUR million, 2025 prices)

Table 6 – Tobacco excise duty own resource estimates per Member State (current Directive), 2028-2034 (EUR million, current prices)

Table 7 – Tobacco excise duty own resource estimates per Member State (current Directive), 2028-2034 (% GNI)

⁵ SWD(2025) 650 final [415b9aff-9b71-4e3a-b0b4-0f49bea3fad7_en](#).

⁶ Council Directive 2011/64/EU of 21 June 2011 on the structure and rates of excise duty applied to manufactured tobacco (codification).

**Table 2 – Tobacco excise duty own resource estimates per Member State, 2028-2034
(EUR million, 2025 prices)**

	2028	2029	2030	2031	2032	2033	2034	Average 2028-2034
BE	383.4	366.6	350.5	357.1	341.5	326.5	332.1	351.1
BG	322.3	308.2	294.7	300.2	287.0	274.5	279.1	295.1
CZ	349.4	334.1	319.5	325.4	311.2	297.6	302.6	320.0
DK	144.6	138.3	132.3	134.7	128.8	123.2	125.3	132.5
DE	2 553.9	2 442.1	2 335.2	2 378.8	2 274.7	2 175.1	2 212.1	2 338.9
EE	37.2	35.5	34.0	34.6	33.1	31.7	32.2	34.0
IE	73.8	70.6	67.5	68.8	65.7	62.9	63.9	67.6
EL	340.1	325.2	311.0	316.8	302.9	289.7	294.6	311.5
ES	1 175.3	1 123.9	1 074.7	1 094.7	1 046.8	1 001.0	1 018.0	1 076.4
FR	1 126.3	1 077.0	1 029.9	1 049.1	1 003.2	959.3	975.5	1 031.4
HR	152.9	146.3	139.9	142.5	136.2	130.3	132.5	140.1
IT	1 698.4	1 624.1	1 553.0	1 582.0	1 512.7	1 446.5	1 471.1	1 555.4
CY	26.1	24.9	23.9	24.3	23.2	22.2	22.6	23.9
LV	43.6	41.7	39.9	40.6	38.8	37.1	37.8	39.9
LT	52.1	49.9	47.7	48.6	46.4	44.4	45.2	47.8
LU	316.3	302.4	289.2	294.6	281.7	269.4	273.9	289.6
HU	227.5	217.5	208.0	211.9	202.6	193.8	197.0	208.3
MT	17.0	16.3	15.6	15.9	15.2	14.5	14.8	15.6
NL	415.4	397.2	379.8	386.9	370.0	353.8	359.8	380.4
AT	348.2	333.0	318.4	324.4	310.2	296.6	301.6	318.9
PL	1 149.1	1 098.8	1 050.7	1 070.4	1 023.5	978.7	995.3	1 052.4
PT	264.3	252.7	241.7	246.2	235.4	225.1	228.9	242.0
RO	599.8	573.6	548.5	558.7	534.2	510.9	519.5	549.3
SI	80.5	77.0	73.6	75.0	71.7	68.6	69.7	73.7
SK	150.5	143.9	137.6	140.2	134.0	128.2	130.3	137.8
FI	54.9	52.5	50.2	51.2	48.9	46.8	47.6	50.3
SE	140.4	134.2	128.4	130.8	125.0	119.6	121.6	128.6
EU 27	12 243.4	11 707.6	11 195.2	11 404.1	10 905.0	10 427.7	10 604.7	11 212.5

**Table 3 – Tobacco excise duty own resource estimates per Member State, 2028-2034
(EUR million, current prices)**

	2028	2029	2030	2031	2032	2033	2034	Average 2028-2034
BE	406.8	396.8	387.0	402.1	392.2	382.6	396.8	394.9
BG	342.0	333.6	325.3	338.0	329.7	321.6	333.6	332.0
CZ	370.8	361.6	352.7	366.5	357.4	348.6	361.6	359.9
DK	153.5	149.7	146.0	151.7	148.0	144.3	149.7	149.0
DE	2 710.2	2 643.4	2 578.3	2 678.9	2 612.9	2 548.5	2 643.6	2 630.8
EE	39.4	38.5	37.5	39.0	38.0	37.1	38.5	38.3
IE	78.3	76.4	74.5	77.4	75.5	73.7	76.4	76.0
EL	360.9	352.0	343.3	356.8	348.0	339.4	352.0	350.3
ES	1 247.3	1 216.5	1 186.5	1 232.9	1 202.5	1 172.9	1 216.6	1 210.7
FR	1 195.2	1 165.8	1 137.0	1 181.4	1 152.3	1 123.9	1 165.9	1 160.2
HR	162.3	158.3	154.4	160.4	156.5	152.6	158.3	157.6
IT	1 802.4	1 757.9	1 714.6	1 781.6	1 737.6	1 694.8	1 758.1	1 749.6
CY	27.7	27.0	26.3	27.4	26.7	26.0	27.0	26.9
LV	46.3	45.1	44.0	45.7	44.6	43.5	45.1	44.9
LT	55.3	54.0	52.6	54.7	53.4	52.0	54.0	53.7
LU	335.6	327.4	319.3	331.8	323.6	315.6	327.4	325.8
HU	241.4	235.5	229.7	238.6	232.7	227.0	235.5	234.3
MT	18.1	17.6	17.2	17.9	17.4	17.0	17.6	17.6
NL	440.8	430.0	419.4	435.7	425.0	414.5	430.0	427.9
AT	369.5	360.4	351.6	365.3	356.3	347.5	360.5	358.7
PL	1 219.5	1 189.4	1 160.1	1 205.4	1 175.7	1 146.7	1 189.5	1 183.8
PT	280.5	273.6	266.8	277.2	270.4	263.7	273.6	272.3
RO	636.5	620.8	605.5	629.2	613.7	598.6	620.9	617.9
SI	85.5	83.3	81.3	84.5	82.4	80.4	83.4	82.9
SK	159.7	155.8	151.9	157.9	154.0	150.2	155.8	155.0
FI	58.3	56.8	55.4	57.6	56.2	54.8	56.8	56.6
SE	149.0	145.3	141.7	147.3	143.6	140.1	145.3	144.6
EU 27	12 992.8	12 672.6	12 360.4	12 842.8	12 526.4	12 217.7	12 673.6	12 612.3

Table 4 – Tobacco excise duty own resource estimated revenues per Member State, 2028-2034 (% GNI)

	2028	2029	2030	2031	2032	2033	2034	Average 2028-2034
BE	0.06%	0.05%	0.05%	0.05%	0.05%	0.05%	0.05%	0.05%
BG	0.28%	0.26%	0.24%	0.24%	0.22%	0.21%	0.21%	0.24%
CZ	0.10%	0.10%	0.09%	0.09%	0.08%	0.08%	0.08%	0.09%
DK	0.03%	0.03%	0.03%	0.03%	0.03%	0.03%	0.03%	0.03%
DE	0.05%	0.05%	0.05%	0.05%	0.05%	0.04%	0.04%	0.05%
EE	0.09%	0.08%	0.08%	0.08%	0.08%	0.07%	0.07%	0.08%
IE	0.02%	0.02%	0.01%	0.01%	0.01%	0.01%	0.01%	0.01%
EL	0.13%	0.13%	0.12%	0.12%	0.11%	0.11%	0.11%	0.12%
ES	0.07%	0.06%	0.06%	0.06%	0.06%	0.05%	0.05%	0.06%
FR	0.04%	0.03%	0.03%	0.03%	0.03%	0.03%	0.03%	0.03%
HR	0.15%	0.14%	0.13%	0.13%	0.13%	0.12%	0.12%	0.13%
IT	0.07%	0.07%	0.07%	0.07%	0.07%	0.06%	0.06%	0.07%
CY	0.08%	0.07%	0.07%	0.07%	0.06%	0.06%	0.06%	0.07%
LV	0.10%	0.09%	0.09%	0.09%	0.08%	0.08%	0.08%	0.09%
LT	0.06%	0.06%	0.05%	0.05%	0.05%	0.05%	0.05%	0.05%
LU	0.46%	0.43%	0.40%	0.40%	0.38%	0.35%	0.36%	0.40%
HU	0.10%	0.09%	0.09%	0.09%	0.08%	0.08%	0.08%	0.09%
MT	0.07%	0.06%	0.06%	0.06%	0.05%	0.05%	0.05%	0.06%
NL	0.03%	0.03%	0.03%	0.03%	0.03%	0.03%	0.03%	0.03%
AT	0.07%	0.06%	0.06%	0.06%	0.06%	0.06%	0.06%	0.06%
PL	0.12%	0.11%	0.10%	0.10%	0.10%	0.09%	0.09%	0.10%
PT	0.09%	0.08%	0.08%	0.08%	0.07%	0.07%	0.07%	0.08%
RO	0.14%	0.13%	0.12%	0.12%	0.11%	0.10%	0.10%	0.12%
SI	0.11%	0.10%	0.09%	0.09%	0.09%	0.08%	0.08%	0.09%
SK	0.10%	0.09%	0.09%	0.09%	0.08%	0.08%	0.08%	0.09%
FI	0.02%	0.02%	0.02%	0.02%	0.02%	0.02%	0.02%	0.02%
SE	0.02%	0.02%	0.02%	0.02%	0.02%	0.02%	0.02%	0.02%
EU 27	0.06%	0.06%	0.06%	0.06%	0.05%	0.05%	0.05%	0.06%

Note: GNI forecast based on annual growth rate of nominal GDP (Commission Spring Forecast 2025 and T+10 projections).

Table 5 – Tobacco excise duty own resource estimates per Member State (current Directive), 2028-2034 (EUR million, 2025 prices)

	2028	2029	2030	2031	2032	2033	2034	Average 2028-2034
BE	135.1	129.1	123.5	118.1	112.9	108.0	103.2	118.6
BG	218.3	208.8	199.6	190.9	182.5	174.6	166.9	191.7
CZ	173.8	166.2	158.9	152.0	145.3	139.0	132.9	152.6
DK	51.3	49.0	46.9	44.8	42.9	41.0	39.2	45.0
DE	1 054.3	1 008.1	964.0	921.8	881.5	842.9	806.0	925.5
EE	17.4	16.6	15.9	15.2	14.6	13.9	13.3	15.3
IE	25.7	24.5	23.5	22.4	21.5	20.5	19.6	22.5
EL	167.1	159.7	152.8	146.1	139.7	133.6	127.7	146.7
ES	566.8	542.0	518.3	495.6	473.9	453.2	433.3	497.6
FR	423.2	404.7	386.9	370.0	353.8	338.3	323.5	371.5
HR	85.7	81.9	78.4	74.9	71.6	68.5	65.5	75.2
IT	786.6	752.2	719.3	687.8	657.7	628.9	601.4	690.6
CY	12.2	11.7	11.2	10.7	10.2	9.8	9.3	10.7
LV	23.0	22.0	21.0	20.1	19.2	18.4	17.6	20.2
LT	27.0	25.8	24.7	23.6	22.6	21.6	20.7	23.7
LU	108.2	103.4	98.9	94.6	90.4	86.5	82.7	95.0
HU	113.7	108.7	103.9	99.4	95.0	90.9	86.9	99.8
MT	7.8	7.5	7.1	6.8	6.5	6.2	6.0	6.8
NL	144.8	138.5	132.4	126.6	121.1	115.8	110.7	127.1
AT	150.4	143.8	137.5	131.5	125.7	120.2	115.0	132.0
PL	664.1	635.1	607.3	580.7	555.3	531.0	507.7	583.0
PT	128.3	122.7	117.3	112.2	107.3	102.6	98.1	112.7
RO	335.2	320.5	306.5	293.1	280.2	268.0	256.3	294.2
SI	40.8	39.0	37.3	35.6	34.1	32.6	31.2	35.8
SK	79.6	76.1	72.8	69.6	66.5	63.6	60.8	69.9
FI	18.7	17.9	17.1	16.3	15.6	14.9	14.3	16.4
SE	61.7	59.0	56.4	54.0	51.6	49.3	47.2	54.2
EU 27	5 620.7	5 374.7	5 139.4	4 914.5	4 699.4	4 493.7	4 297.0	4 934.2

Table 6 – Tobacco excise duty own resource estimates per Member State (current Directive), 2028-2034 (EUR million, current prices)

	2028	2029	2030	2031	2032	2033	2034	Average 2028-2034
BE	143.3	139.8	136.3	133.0	129.7	126.5	123.4	133.1
BG	231.7	226.0	220.4	215.0	209.7	204.5	199.5	215.3
CZ	184.5	179.9	175.5	171.2	166.9	162.8	158.8	171.4
DK	54.4	53.1	51.8	50.5	49.3	48.0	46.9	50.6
DE	1 118.8	1 091.2	1 064.3	1 038.1	1 012.5	987.6	963.3	1 039.4
EE	18.5	18.0	17.6	17.1	16.7	16.3	15.9	17.2
IE	27.2	26.6	25.9	25.3	24.6	24.0	23.4	25.3
EL	177.3	172.9	168.7	164.5	160.4	156.5	152.6	164.7
ES	601.5	586.7	572.2	558.1	544.4	530.9	517.9	558.8
FR	449.1	438.0	427.2	416.7	406.4	396.4	386.6	417.2
HR	90.9	88.7	86.5	84.4	82.3	80.3	78.3	84.5
IT	834.8	814.2	794.1	774.6	755.5	736.9	718.7	775.5
CY	13.0	12.7	12.3	12.0	11.7	11.4	11.2	12.0
LV	24.4	23.8	23.2	22.7	22.1	21.6	21.0	22.7
LT	28.7	28.0	27.3	26.6	25.9	25.3	24.7	26.6
LU	114.8	112.0	109.2	106.5	103.9	101.3	98.8	106.6
HU	120.6	117.6	114.7	111.9	109.2	106.5	103.8	112.1
MT	8.3	8.1	7.9	7.7	7.5	7.3	7.1	7.7
NL	153.7	149.9	146.2	142.6	139.1	135.7	132.3	142.8
AT	159.6	155.7	151.8	148.1	144.4	140.9	137.4	148.3
PL	704.8	687.4	670.5	653.9	637.8	622.1	606.8	654.8
PT	136.2	132.8	129.6	126.4	123.3	120.2	117.3	126.5
RO	355.7	346.9	338.4	330.0	321.9	314.0	306.2	330.5
SI	43.3	42.2	41.2	40.1	39.2	38.2	37.2	40.2
SK	84.5	82.4	80.3	78.4	76.4	74.6	72.7	78.5
FI	19.8	19.3	18.8	18.4	17.9	17.5	17.1	18.4
SE	65.5	63.9	62.3	60.8	59.3	57.8	56.4	60.8
EU 27	5 964.7	5 817.7	5 674.4	5 534.5	5 398.1	5 265.1	5 135.4	5 541.4

Table 7 – Tobacco excise duty own resource estimates per Member State (current Directive), 2028-2034 (% GNI)

	2028	2029	2030	2031	2032	2033	2034	Average 2028-2034
BE	0.020%	0.019%	0.018%	0.017%	0.016%	0.015%	0.015%	0.017%
BG	0.188%	0.174%	0.163%	0.152%	0.142%	0.134%	0.126%	0.154%
CZ	0.050%	0.047%	0.045%	0.042%	0.039%	0.037%	0.035%	0.042%
DK	0.011%	0.011%	0.010%	0.010%	0.009%	0.009%	0.008%	0.010%
DE	0.022%	0.021%	0.020%	0.019%	0.018%	0.017%	0.016%	0.019%
EE	0.041%	0.039%	0.037%	0.035%	0.033%	0.031%	0.030%	0.035%
IE	0.006%	0.005%	0.005%	0.005%	0.004%	0.004%	0.004%	0.005%
EL	0.066%	0.062%	0.059%	0.056%	0.053%	0.050%	0.047%	0.056%
ES	0.033%	0.031%	0.029%	0.027%	0.026%	0.024%	0.023%	0.028%
FR	0.014%	0.013%	0.012%	0.012%	0.011%	0.011%	0.010%	0.012%
HR	0.086%	0.080%	0.075%	0.071%	0.067%	0.063%	0.060%	0.072%
IT	0.035%	0.033%	0.032%	0.030%	0.029%	0.028%	0.026%	0.030%
CY	0.036%	0.034%	0.031%	0.030%	0.028%	0.026%	0.025%	0.030%
LV	0.053%	0.050%	0.047%	0.044%	0.041%	0.039%	0.037%	0.044%
LT	0.031%	0.029%	0.027%	0.025%	0.024%	0.023%	0.021%	0.026%
LU	0.159%	0.147%	0.138%	0.129%	0.121%	0.114%	0.107%	0.131%
HU	0.051%	0.047%	0.044%	0.041%	0.039%	0.036%	0.034%	0.042%
MT	0.032%	0.029%	0.026%	0.024%	0.022%	0.020%	0.019%	0.025%
NL	0.012%	0.011%	0.010%	0.010%	0.009%	0.009%	0.008%	0.010%
AT	0.029%	0.028%	0.026%	0.025%	0.024%	0.022%	0.021%	0.025%
PL	0.068%	0.064%	0.060%	0.056%	0.052%	0.048%	0.045%	0.056%
PT	0.042%	0.039%	0.037%	0.035%	0.033%	0.032%	0.030%	0.036%
RO	0.077%	0.071%	0.066%	0.061%	0.057%	0.054%	0.050%	0.062%
SI	0.054%	0.051%	0.047%	0.044%	0.041%	0.038%	0.036%	0.044%
SK	0.054%	0.050%	0.047%	0.044%	0.041%	0.039%	0.036%	0.044%
FI	0.006%	0.006%	0.006%	0.005%	0.005%	0.005%	0.005%	0.005%
SE	0.009%	0.009%	0.008%	0.008%	0.007%	0.007%	0.006%	0.008%
EU 27	0.029%	0.027%	0.026%	0.025%	0.023%	0.022%	0.021%	0.025%

Note: GNI forecast based on annual growth rate of nominal GDP (Commission Spring Forecast 2025 and T+10 projections).