

## **Response letter**

*Review:* hess-2019-174-RC1

*Assessment of potential implications of agricultural irrigation policy on surface water scarcity in Brazil*

Dear Editor, dear reviewers,

we very much appreciate the valuable comments that were provided. We have revised the manuscript accordingly. Please see the responses to each query below.

Kind regards,

Markus Pahlow

on behalf of all co-authors

## Queries by anonymous referee #1 RC1 & answers by authors

**Referee #1:** The actual water withdrawals in each catchment are assumed to be twice the estimated crop water requirements.

**Authors:** Please note that the factor of two was applied to adjust the scarcity levels, because the original levels were related to gross water consumption. No such factor has been applied to the crop water requirements (equation 4). Water scarcity is calculated on the basis of water availability in the catchments and blue water consumption (equation 2). A detailed description can be found in the manuscript (page 7, 203-209):

*In this paper, net water withdrawal (or blue water consumption) rather than gross water withdrawal is compared to water availability, often termed consumption-to-availability ratio (Vanham et al., 2018). Therefore, the scarcity levels described above were adjusted to reflect that withdrawals also include non-consumptive losses at field scale and losses during transport of water to the field, which are not considered when calculating blue water consumption. To account for this a factor of 2 was applied, which is a central estimate of the ratio between withdrawal and consumptive blue water use reported in Wriedt et al. (2008). The resulting scarcity levels represent the same classes of water scarcity from acceptable to very critical, but are adapted to the threshold values of 2.5, 5, 10 and 20%.*

**Referee #1:** Historical time series (1980–2013) of meteorological data were used in the simulations, while it is not specified whether Q95 values were computed over the same time period.

**Authors:** Please note that we did not study the time period 1980-2013. Solely the year 2012 has been studied on purpose, i.e. the year before the policy under investigation (Law 12,787) came into effect in 2013 (stated on page 3, line 81. The calculation of the crop water balance, green and blue water consumption and water scarcity (relating water availability, i.e. Q95, to water consumption) has been carried out for the year 2012. Q95 is provided as an average over the years 2008 to 2016 by the ANA Geonetwork (<http://metadados.ana.gov.br/geonetwork/srv/pt/main.home>). The text has been modified in order to clarify the basis of Q95 (page 7, lines 194-195):

*Again, please note that ANA provides the Q95 values as averages over the time period 2008 to 2016. The study year 2012 is at the centre of this average.*

Note that the study year and the reasons for this choice are explained at the beginning of the manuscript (page 3, lines 80-81):

*In addressing this issue, we restrict the analysis to irrigation expansion on cropping areas in 2012, representing the situation just before law 12,787 came into effect in 2013.*

**Referee #1:** The analysis presented in the paper is interesting, but the discussion of the assumptions that are made in the study and of how they may impact on the results obtained is insufficient.

**Authors:** Please note that we have expanded the discussion to provide explanations regarding the assumptions made, together with their implications. Those additions are provided in various sections below, so we do not repeat all of those additions here. We simply do not want to duplicate the text here. We hope that this is acceptable.

**Referee #1:** The study area is very large and covers a variety of hydrological conditions. It can be expected that the shape of Flow Duration Curves will be quite variable among the different catchments and hence Q95 will represent very different fractions of the total water availability depending on the location. Reasons for using (only) Q95 as a water availability index must be discussed.

**Authors:** Q95 has been used as water availability index to comply with the definitions by the Brazilian water authorities (page 7, Lines 198-202), i.e. the authors want to make this work as useful as possible in practice by using the same indicators and definitions as those that are used in practice in Brazil:

*Using the Q95 indicator for water availability, Brazilian water authorities consider the appropriateness of the water withdrawal, as a fraction of water availability (i.e. scarcity levels), to be acceptable when it remains below 5%, comfortable between 5 and 10%, worrying between 10 and 20%, critical between 20 and 40% and very critical above 40% (ANA, 2015). This classification is inspired by threshold values for water exploitation suggested by Raskin et al. (1997), and also used by the United Nations (UN, 1997).*

**Authors:** The discussion section has been extended in order to elaborate on the selection of Q95 (page 12, lines 366-369):

*With respect to the choice of a water availability indicator Q95 has been selected in order to provide a conservative water availability scenario. This is important due to the high variability of hydrological conditions in Brazil and to account for dry periods over time. Moreover, choosing Q95 complies with the indices utilised by the Brazilian Water Agency and decision makers.*

**Authors:** Please also note that Q95 has been used in a spatially differentiated manner (i.e. for each catchment studied), as provided by the Geonetwork of ANA.

**Referee #1:** Q95 values that were used in the study refer to natural flows or to flows that are possibly modified by diversions occurring upstream? Which time period is covered by the timeseries used to estimate Q95 values? Timeseries were available for all the 166,842 catchments?

**Authors:** Q95 data were available for all catchments and calculated on the basis of the years 2008-2016 as provided in the publicly available data by the Geonetwork of ANA (<http://metadados.ana.gov.br/geonetwork/srv/pt/main.home>) (see comment above as well).

**Referee #1:** Length of the growing periods and Kc values of a given crop may vary in space and in time, mainly according to meteorological conditions. In the study constant values of these parameters were assumed. Given the extension of the area and the variety of conditions, I wonder if any attempt to assess the impact of this assumption on the estimated crop water requirements has been made.

**Authors:** Given that reliable region-specific data were available we acknowledge that further spatial differentiation of input parameters can potentially lead to an improvement of the accuracy of the results in large-scale studies. Here we have opted for an approach chosen by other global or nation-wide assessments of this kind (e.g. Mekonnen et al. 2011; Hoekstra et al., 2012; Hoekstra and Mekonnen, 2012; Multsch et al., 2017), whereby we used Allen et al. (1998) as our source for crop growth coefficients and supplemented these by data taken from a Brazilian study (Hernandez et al., 2014). We pair those data with spatially differentiated information on planting and harvesting dates, as provided by Companhia Nacional de Abastecimento (Conab) (<https://www.conab.gov.br/>). We also would like to note that it was found (Multsch et al., 2013) that the choice of the PET calculation method will alter the results more significantly than potential adjustments of crop coefficients, should local data be available. We have added the following information to the discussion (p. 12, lines 370-379):

*The selection of crop-specific parameter sets was an important aspect in the design of this study. Crop coefficients and length of growing seasons of the individual crops studied here have been assembled from a well-recognised source (Allen et al., 1998, i.e. parameters implemented in the FAO CROPWAT model), a Brazilian study (Hernandes et al., 2014) and regional information for Brazil, as provided by Companhia Nacional de Abastecimento (Conab) (<https://www.conab.gov.br/>). We acknowledge that further spatial differentiation is desirable, should reliable data be available. We have chosen the procedures put forth by Allen et al. (1998), as their high level of robustness, transferability and repeatability have been shown (Pereira et al., 2015). Moreover, in a large-scale irrigation requirement study for the Murray-Darling basin, Multsch et al. (2013) report that the choice of the potential evapotranspiration calculation method outweighs the role of the local refinement of crop coefficients. Lastly, the region-specific crop calendars (Conab, 2015) were utilised for the determination of crop water requirements to account for varying conditions in different parts of Brazil.*

**Referee #1:** Conveyance and distribution losses are assumed to account for 50% of irrigation water withdrawals. Part of this losses will be recirculated within the river systems, mostly through the groundwater, from upstream areas to downstream ones, with losses in upstream areas that might contribute to discharge in downstream river stretches. This is not considered at all in the paper and it might produce an overestimation of the impacts of irrigation water diversions, particularly in those catchments where the rivers gain flow from groundwater. This issue needs to be discussed.

**Authors:** We note that in this work blue water consumption was presented, which does not include conveyance or distribution losses. Confusion may have arisen due to the following: A factor of two was applied to adapt the water scarcity levels for this study (i.e. without conveyance and distribution losses) to those given by ANA, which are provided increased by regulated flow from reservoirs. We base this on Wriedt et al. (2008). Thus, the quantities of blue water calculated in the present paper are actually removed from the system by evaporation and transpiration. We acknowledge that evapotranspiration fluxes may return to a given system as precipitation (e.g. Berger et al., 2014). This process is less important in our study, as we have subdivided the study area into 166,842 sub-catchments, i.e. we have subdivided the large-scale system where 'evapotranspiration recycling' may be important to consider into smaller sub-units. An explanation of this issue has been added to the discussion (p. 13, lines 379-383):

*An important aspect when assessing water scarcity caused by agricultural water consumption are return flows, e.g. due to evapotranspiration recycling (Berger et al., 2014) or water losses in irrigation systems (Pereira et al., 2002; Jägermeyr et al., 2015). We neglect evapotranspiration recycling effects in the present study, since great care has been taken to subdivide the study area into sub-catchments with sizes where this effect does not play a significant role. The calculated blue water consumption represents net water requirements, which only includes evapotranspiration by crops and from soils.*

**Referee #1:** I am not at ease with the way in which the term Water Scarcity is used in the paper: it sounds awkward to me to read that Water Scarcity is Excellent, even more so because this happens when the withdrawals are small compared to river flows, i.e. when water availability is excellent. I would prefer using Use-to-Resource ratio (as in Raskin et al. 1997, that the authors mention), or something similar, rather than Water Scarcity here.

**Authors:** The definition of water scarcity has been chosen with a clear purpose in mind: to make this work as useful for decision makers in Brazil as possible. The definition has been adopted from the work by ANA, so that decision makers in Brazil can readily utilise the results of this study. Nevertheless, we agree that the term ‘excellent scarcity’ may need revision since an excellent level of scarcity seems unreasonable. For this reason, we modified the terminology of the classification, both in the text and in the relevant figures, i.e. ‘excellent’ has been replaced with ‘acceptable’ throughout.

Supplement

**Referee #1** (p. 1, l. 22):

I recommend to avoid using decimals: the accuracy of the estimates does not support it for sure

**Authors:** Thank you. This has been changed accordingly wherever it was sensible, and in particular in the abstract and the conclusions.

**Referee #1** (p. 1, l. 31): two objectives are indicated: expansion of irrigated land and increase of productivity

**Authors:** Thank you. This has been changed accordingly, i.e. “one” has been replaced with “two”.

**Referee #1:** (p. 3, l. 7): this sentence is not clear, please revise

**Authors:** Thank you. This has been changed accordingly. The adjusted sentence reads: “The Brazilian national water agency ANA (Agência Nacional de Águas) uses blue surface water availability in operational management, whereby the river discharge, partly delivered by regulated reservoir flows, is compared to water withdrawals.” (p. 3, lines 72-74)

**Referee #1** (p. 3, l. 8): provide here the definition that you adopt for “water scarcity”

**Authors:** Thank you. The definition used by us is provided in section 3.2 (‘Blue water scarcity’). On p. 3, l. 8 we describe other work and we would like to leave the flow of the text this way, i.e. we do not all of a sudden want to introduce a jump in the development.

**Referee #1** (p. 3, l. 31): What do you mean by derived? Which data? Were these data available for each of the 166,842 catchments? For which time period?

**Authors:** Thank you. We have replaced the word “derived” with “obtained”. Note that we have moved this sentence to the “Data” section (now section 2), as it does in fact belong to that very section. Yes, those data were available for 166,842 catchments. The study year is 2012, and the reason for doing so is stated in the manuscript (p. 3, line 80).

**Referee #1** (p. 4, l. 9): which grid?

**Authors:** Thank you. We have moved the “Data” section (formerly section 3) forward in the text, so that it is now section 2, which will in our view help to clarify matters. Climate and soils data were available at grid-levels (see e.g. Table 1). Climate data at 0.25° x 0.25° and soils data at 1km x 1km (see Table 1). These are the grids that we refer to. We have also adjusted the text. But we would also like to point out that this is explained in both the “Methods” section and the “Data” section, however, now in an improved manner.

**Referee #1** (p. 4, l. 13): indicate here the variable names used for green and blue water

**Authors:** Thank you. We have done so.

**Referee #1** (p. 5, l. 2): the length of the phenological phases may change from one year to the other according to meteorological conditions and other factors. Can this variability be considered not influential?

**Authors:** Thank you. This is indeed an important aspect for a study that spans multiple years. However, please note that we have considered one year in this work (2012). We have provided a reason for this choice (see our earlier response). We have used the best data available at per sub-region of the country regarding the sowing and harvest dates (Conab, 2015). Hence, we argue that our approach is sensible.

**Referee #1** (p. 5, l. 26): check spelling

**Authors:** Thank you. We have replaced “rained” with “rainfed”.

**Referee #1** (p. 5, l. 28): idem

**Authors:** Thank you. We have replaced “rained” with “rainfed”.

**Referee #1** (p. 6, l. 5): explain how the reservoir effect is taken into account

**Authors:** Note that we are using Q95 data provided by ANA, i.e. we are not adjusting the data set. The explanation provided is the explanation provided by ANA on their Geonetwork server (<http://metadados.ana.gov.br/geonetwork/srv/pt/metadata.show?id=307> ).

**Referee #1** (p. 6, l. 10): the hydrological regimes of the brasilian catchments are highly variable, therefore Q95 represents very different fractions of the total water availability. The reasons for using (only) this indicator should be discussed

**Authors:** Please note that Referee#1 has made this comment above and we have answered it. We therefore do not repeat our answer here.

**Referee #1** (p. 6, l. 14): Raskin et al. index is based on average annual water resource flows and is called Use-to-Resource ratio. I do not think that calling it Water Scarcity index is a good idea: "excellent water scarcity" sound awkward to me

**Authors:** The definition of water scarcity has been chosen with a clear purpose in mind: to make this work as useful for decision makers in Brazil as possible. The definition has been adopted from the work by ANA, so that decision makers in Brazil can readily utilise the results of this study. Nevertheless, we agree that the term ‘excellent scarcity’ may need revision since an excellent level of scarcity seems unreasonable. For this reason, we modified the terminology of the classification, both in the text and in the relevant figures, i.e. ‘excellent’ has been replaced with ‘acceptable’ throughout.

**Referee #1** (p. 6, l. 18): This assumption si crucial, as this ratio may be highly variable depending on the characteristics of the irrigation systems and of the catchments. A discussion of the situation in the areas that are now irrigated and of the assumptions that are made for the areas of irrigation expansions should be provided

**Authors:** Thank you. We have discussed this point above where this point had been raised as well (we note above what has been changed in the text to avoid confusion). A factor of two was applied to adapt the water scarcity levels for this study (i.e. without conveyance and distribution losses) to those given by ANA, which are provided increased by regulated flow from reservoirs. We base this on Wriedt et al. (2008). Thus, the quantities of blue water calculated in the present paper are actually removed from the system by evaporation and transpiration. We acknowledge that evapotranspiration fluxes may return to a given system as precipitation (e.g. Berger et al., 2014). This is process is less important in our study, as we have subdivided the study area into 166,842 sub-catchments, i.e. we have subdivided the large-scale system where ‘evapotranspiration recycling’ may be important to consider into smaller sub-units. An explanation of this issue has been added to the discussion (p. 13, lines 380-384)

**Referee #1** (p. 6, l. 21): Conveyance and distribution losses account for 50% of water withdrawals, according to the authors' assumption. Part of this losses will be recirculated within the river systems, from upstream catchments to downstream ones. Losses in upstream areas might contribute to discharge in downstream river stretches. Assuming that these losses are completely lost might produce an overestimation of the impacts in general and in some catchments in particular. This issue needs to be discussed

**Authors:** Referee#1 has made this comment above and we have answered it. We therefore do not repeat our answer here.

**Referee #1** (p. 6, l. 24): this sentence is not clear to me

**Authors:** Thank you. Irrigating areas that were not irrigated before will potentially lead to increased water requirements upstream, and hence may lead to an altered water availability downstream Hence a fully dynamic, spatially distributed assessment would be required to account for this. Our study does not attempt to do this. We have revised this sentence. It now reads: “Note that in the case of expansion of irrigation on the rainfed cropping

areas the approach applied here does not account for dynamic changes in regional water availability due to increased upstream water consumption and hence an altered water availability downstream.” (p. 7, lines 211 - 213)

**Referee #1** (p. 7, l. 1): repeated: same as line 30, page 5

**Authors:** Thank you for spotting this. We would like to keep that statement to provide a complete explanation in this part of the text. But we should of course not repeat at complete sentence. We have rephrased the sentence and it now reads:

“For the irrigation expansion scenario, the growing areas of the crops considered have been upscaled using the proportion of crops grown in the reference scenario.” (p. 8, lines 222-224)

**Referee #1** (p. 9, l. 2): average values are represented in Fig1?

**Authors:** The values for the study year 2012 are shown in this Figure.

**Referee #1** (p. 9, l. 8): fracture?

**Authors:** Thank you. We have revised this sentence. It now reads: “Water consumption displays a distinct change in pattern from West to East (western areas: rainfed; eastern areas: irrigated).“ (p. 10, lines 288-289)

**Referee #1**(p. 9, l. 24): the two groups with the highest water availability seem to cover a quite limited area; please provide figures for areas of each group

**Authors:** We would prefer to not add more figures. We had added a focus area, i.e. the Cerrado, to our study, and the detailed results are presented in Table 3. Furthermore, the categorisation of levels of water availability for map display is rather arbitrary and we are not certain if plotting those 7 categories would in fact add value.

## References

- Allen, R. G., Pereira, L. S., Raes, D., and Smith, M.: Crop evapotranspiration-guidelines for computing crop water requirements, FAO Irrigation and drainage paper 56, Food and Agriculture Organization of the United Nations, Rome, Italy, 1998.
- Berger, M., R. van der Ent, S. Eisner, V. Bach, and M. Finkbeiner, *Environmental Science & Technology* 2014 48 (8), 4521-4528, DOI: 10.1021/es404994t
- Hernandes, T. A., Bufon, V. B., and Seabra, J. E.: Water footprint of biofuels in Brazil: assessing regional differences, *Biofuel. Bioprod. Bior.*, 8, 241-252, <https://doi.org/10.1002/bbb.1454>, 2014.
- Hoekstra, A.Y. & Mekonnen, M.M. (2012) The water footprint of humanity, *Proceedings of the National Academy of Sciences*, 109(9): 3232–3237
- Hoekstra, A.Y., Mekonnen, M.M., Chapagain, A.K., Mathews, R.E. & Richter, B.D. (2012) Global monthly water scarcity: Blue water footprints versus blue water availability, *PLoS ONE*, 7(2): e32688.
- Jägermeyr, J., Gerten, D., Heinke, J., Schaphoff, S., Kummu, M., and Lucht, W.: Water savings potentials of irrigation systems: global simulation of processes and linkages, *Hydrol. Earth Syst. Sci.*, 19, 3073-3091, 2015.
- Mekonnen, M.M. & Hoekstra, A.Y. (2011) The green, blue and grey water footprint of crops and derived crop products, *Hydrology and Earth System Sciences*, 15(5): 1577-1600.
- Multsch, s., M.E. Elshamy, S. Batarseh, A.H. Seid, H.-G. Frede, L. Breuer, Improving irrigation efficiency will be insufficient to meet future water demand in the Nile Basin, *Journal of Hydrology: Regional Studies*, Volume 12, 2017, Pages 315-330.

Pereira, L.S., T. Oweis, A. Zairi, Irrigation management under water scarcity, *Agricultural Water Management*, Volume 57, Issue 3, 2002, Pages 175-206, ISSN 0378-3774, [https://doi.org/10.1016/S0378-3774\(02\)00075-6](https://doi.org/10.1016/S0378-3774(02)00075-6).

Pereira, L.S., R. G. Allen, M. Smith, D. Raes, Crop evapotranspiration estimation with FAO56: Past and future, *Agricultural Water Management*, Volume 147, 2015, Pages 4-20, ISSN 0378-3774, <https://doi.org/10.1016/j.agwat.2014.07.031>.



Queries by anonymous referee #2 RC2 & answers by authors

## Major points

**Referee#2:** Methodology: As R1 it is important to note when the Q95 values were derived. However, unlike R1, I think the derivation of Q95 for each catchment basin should incorporate the spatial variability in flow and hydrologic conditions.

**Authors:** Thank you. Note that Q95 data were available for all 166,842 sub-catchments and calculated on the basis of the years 2008-2016 as provided in the publicly available data by the Geonetwork of ANA (<http://metadados.ana.gov.br/geonetwork/srv/pt/main.home> ). The text has been modified in order to clarify the basis of Q95 (page 7, lines 194-195):

*Note that ANA provides the Q95 values as averages over the time period 2008 to 2016. The study year 2012 is at the centre of this average.*

And on p. 4, lines 109-110:

*Catchment-scale data on surface water supply were obtained from the ANA Geonetwork (<http://metadados.ana.gov.br/geonetwork/srv/pt/main.home>).*

**Referee#2:** The methods section needs to be reworked and clarified. Or at least included in some sort of supplementary material – as much of the details or the methodology are discussed in broad and vague terms. It is unclear how the grid scale (and what spatial resolution grid scale) relates to catchment basins related to municipality scale (where the areal ratio of crops was used to determine water consumption) when performing these analysis – as these boundaries surely overlap. Thus, the spatial components and nuances associated with these methods need to be described in more detail.

**Authors:** Thank you. We have added a Figure in the Appendix (Figure A1) to further clarify. We refer to this new figure on p. 5, lines 137-138.

**Referee#2:** Moreover, how were the individual crop-calendars used and applied? A table of which crop calendars and where they were used and how would be useful.

**Authors:** Thank you. Please note that the crop calendars have been supplied at Appendix Table A2. We explain the use of the data therein on p. 4, lines 107-108.

**Referee#2:** I also agree about R1's point conveyance and distribution losses. Although they do not have to be explicitly incorporated in the model, they do warrant consideration in the discussion.

**Authors:** Thank you. The discussion has been expanded to include this aspect. We note that in this work blue water consumption was presented, which does not include conveyance or distribution losses. Confusion may have arisen due to the following: A factor of two was applied to adapt the water scarcity levels for this study (i.e. without conveyance and distribution losses) to those given by ANA, which are provided increased by regulated flow from reservoirs. We base this on Wriedt et al. (2008). Thus, the quantities of blue water calculated in the present paper are actually removed from the system by evaporation and transpiration. We acknowledge that evapotranspiration fluxes may return to a given system as precipitation (e.g. Berger et al., 2014). This process is less important in our study, as we have subdivided the study area into 166,842 sub-catchments, i.e. we have subdivided the large-scale system where 'evapotranspiration recycling' may be important to consider into smaller sub-units. An explanation of this issue has been added to the discussion (p. 13, lines 380-384):

*An important aspect when assessing water scarcity caused by agricultural water consumption are return flows, e.g. due to evapotranspiration recycling (Berger et al., 2014) or water losses in irrigation systems (Pereira et al., 2002; Jägermeyr et al., 2015). We neglect evapotranspiration recycling effects in the present study, since great care has been taken to subdivide the study area into sub-catchments with sizes where this effect does not play a significant role. The calculated blue water consumption represents net water requirements, which only includes evapotranspiration by crops and from soils.*

## Minor points

**Referee#2:** Define 'green water.' I'm not sure why green water is discussed at all – it is just brought up seemingly randomly throughout the manuscript. Either go into more detail re: green water, or intentionally focus the manuscript on blue water.

**Authors:** Thank you. We have defined green water on p. 2, line 65. Section 2.3.1 explains how blue and green water have been determined. This section explains why we need to work out both, blue and green water. Furthermore, even though irrigation and hence blue water is the main focus of this study we do discuss green water and green water management in the discussion section 5.3. Hence contrasting these two in the paper by providing results for both, to then discuss both in the discussion section is in our view logical and sound.

**Referee#2:** Move Section 3, "Data" to before Section 2, "Methods"

**Authors:** Thank you, this reordering will help to clarify matters. We have switched order, i.e. section 3 Data is now section 2, and section 2 Methods is now section 3.

**Referee#2:** There are many sentences throughout the manuscript that could be improved for clarity.

**Authors:** Thank you, we have worked through the entire document once more and have made adjustments to improve readability and clarity.

# Assessment of potential implications of agricultural irrigation policy on surface water scarcity in Brazil

Sebastian Multsch<sup>1,\*</sup>, Maarten S. Krol<sup>2</sup>, Markus Pahlow<sup>3</sup>, André L. C. Assunção<sup>4</sup>, Alberto G. O. P. Barretto<sup>4</sup>, Quirijn de Jong van Lier<sup>5</sup>, Lutz Breuer<sup>1,6</sup>

5 <sup>1</sup>Institute for Landscape Ecology and Resources Management (ILR), Research Centre for BioSystems, Land Use and Nutrition (iFZ), Justus Liebig University Giessen, Giessen, Germany

<sup>2</sup>Water Engineering and Management, University of Twente, Enschede, The Netherlands

<sup>3</sup>Department of Civil and Natural Resources Engineering, University of Canterbury, Christchurch, New Zealand

<sup>4</sup>Luiz de Queiroz College of Agriculture (ESALQ), University of São Paulo, Brazil

10 <sup>5</sup>Center for Nuclear Energy in Agriculture (CENA), University of São Paulo, Brazil

<sup>6</sup>Centre for International Development and Environmental Research (ZEU), Justus Liebig University Giessen, Giessen, Germany

\*Current address: knoell Germany GmbH, Mannheim, Germany

*Correspondence to:* Lutz Breuer (Lutz.Breuer@umwelt.uni-giessen.de)

15 **Abstract.** Expanding irrigated cropping areas is one of Brazil's strategies to increase agricultural production. This expansion is constrained by water policy goals to restrict water scarcity to acceptable levels. We therefore analysed the trade-off between levels of acceptable water scarcity, and feasible expansion of irrigation. The appropriateness of water use in agricultural production was assessed in categories ranging from ~~excellent~~-acceptable to very critical based on the river flow that is equalled or exceeded for 95% of the time (Q95) as indicator for physical water availability. The crop water balance

20 components were determined for 166,842 sub-catchments covering all of Brazil. The crops considered were cotton, rice, sugarcane, beans, cassava, corn, soybean and wheat, together accounting for 96% of the harvested area of irrigated and rainfed agriculture. On currently irrigated land irrigation must be discontinued on ~~53.64~~% (2.30 Mha) for an ~~excellent~~ acceptable water scarcity level, on ~~44.55~~% (1.94 Mha) for a comfortable water scarcity level and on ~~35.2~~% (1.54 Mha) for a worrying water scarcity level, in order to avoid critical water scarcity. An expansion of irrigated areas by irrigating all 45.56

25 6 Mha of rainfed area would strongly impact surface water resources, resulting in 26.02 Mha experiencing critical and very critical water scarcity. The results show in a spatially differentiated manner that potential future decisions regarding expanding irrigated cropping areas in Brazil must, while pursuing to intensify production practices, consider the likely regional effects on water scarcity levels, in order to reach sustainable agricultural production.

## 1 Introduction

30 In 2013 the Brazilian government took a step towards the consolidation of a national irrigation policy through the enactment of Law 12,787 ([www.planalto.gov.br/CCIVIL\\_03/\\_Ato2011-2014/2013/Lei/L12787.htm](http://www.planalto.gov.br/CCIVIL_03/_Ato2011-2014/2013/Lei/L12787.htm)), with ~~one~~-two of the objectives being to encourage the expansion of irrigated areas and to increase productivity on an environmentally sustainable basis.

According to Law 12,787, policy implementation would have to be based on regional and national plans estimating expansion potential and indicating suitable areas for prioritisation of public investments. However, to date, a national plan  
35 has not yet been developed and the official study available to support the plan is expected to be fully reviewed in 2019  
(FEALQ-IICA-MI, 2015). Underlying policy goals include to strive for equitable socio-economic development (VanWey et  
al., 2016), for a continued large role of biofuels in national energy production and for a strong agricultural sector serving  
national and international demands of commodities such as soybean (Dalin et al., 2012). One of the governing principles in  
this policy is the sustainable use and management of land and water resources for irrigation, thereby not negatively affecting  
40 communities or sacrificing water resources, unique ecosystems and the services they provide (Alkimim et al., 2015; Castello  
and Macedo, 2016; Lathuillière et al., 2016).

The extent to which irrigation is a suitable measure to achieve these goals is debated in the literature. Both Fachinelli and  
Pereira (2015) and Scarpate et al. (2016) find that in the Paranaíba river basin, covering about 25% of the Brazilian Cerrado  
biome, irrigation increases sugarcane yield, in particular in projected expansion areas, but also in the central region of the  
45 basin where sugarcane production is already established. Irrigation shows potential to reduce costs, thereby enhancing the  
economic viability of sugarcane expansion. Yet both studies caution not to compromise available water resources and hence  
to restrict irrigation practices to areas where water is sufficiently available, which, according to Scarpate et al. (2016),  
generally corresponds to most of the central and western portions of that basin. In a study on the Amazon region Lathuillière  
et al. (2016) identify that the best land-water management would be one that intensifies agricultural production by expanding  
50 cropland into pasture and considering irrigation, while avoiding conflicts with downstream users such as electricity  
production and reducing pressure on aquatic ecosystems in the Amazon Basin.

The Cerrado in central Brazil with a savannah climate is a region with both a strong trend over the last several years of  
advancing large-scale agribusinesses for agriculture and livestock, and potential for more sustainable land management  
(Dickie et al., 2016). For example, Alkimim et al. (2015) propose that it is possible to expand sugarcane production in Brazil  
55 by converting existing pasturelands into cropland without further environmental losses, whereby they estimate that an area of  
50 Mha is moderately or highly suitable for sugarcane production. In another study, Strassburg et al. (2014) assess that  
current productivity of Brazilian cultivated pasturelands is one third of its potential, and that increasing the productivity to  
one half of the potential would suffice to meet national demands for meat, crops, wood products and biofuels until at least  
2040, thereby avoiding additional conversion of natural ecosystems. Sparovek et al. (2015) analyse comprehensive scenarios  
60 with a spatially explicit land-use model for Brazilian agriculture production and nature conservation. They find that a  
substantial increase in crop production, using an area 1.5-2.7 times the current cropland area, is feasible with much of the  
new cropland being located on current pastureland.

Land use and land management affect the utilisation of water resources, so every strategy and decision with respect to land is  
also a strategy and decision with respect to water. This holds for both the precipitation-supplied water stored in the soil  
65 matrix (termed green water) and the water in streams, lakes, wetlands and aquifers (termed blue water). While Brazil may be  
considered well endowed with water resources, these resources are unevenly distributed across the country. Hence, efficient,

sustainable and equitable strategies must be developed, thereby considering the spatially varying water availability. To that end, Getirana (2016) points out that ineffective energy development and water management policies in Brazil have magnified the impacts of recent severe droughts, which include massive agricultural losses, water supply restrictions, and energy rationing.

Metrics of water scarcity and stress have evolved from simple threshold indicators to holistic measures characterising human environments and freshwater sustainability (Damkjaer and Taylor, 2017). The Brazilian national water agency ANA (Agência Nacional de Águas) uses blue surface water availability in operational management, whereby the river discharge, partly delivered by regulated reservoir flows, is compared to water withdrawals~~The Brazilian national water agency ANA (Agência Nacional de Águas) operationalises blue surface water availability as reliably available river discharges, partly delivered by regulation from reservoirs, and in comparing this to water withdrawals.~~ ANA distinguishes water scarcity classes based on the risk of river flow to fail to support environmental services (ANA, 2015).

In studying possible expansion of irrigated areas, as encouraged by the Brazilian Government under Law 12,787, this paper addresses the trade-off between the choice of the level of blue water scarcity that is deemed acceptable, and the feasible expansion of the irrigated area complying with that limitation. In addressing this issue, we restrict the analysis to irrigation expansion on cropping areas in 2012, representing the situation just before law 12,787 came into effect in 2013.

Our assessment entails the following steps:

- i. the spatially explicit calculation of green and blue water consumption for the main crops cultivated in Brazil for both rainfed and irrigated production systems,
- ii. the estimation of blue water scarcity due to the blue water consumption of a reference scenario (irrigated areas in 2012) and an expansion scenario, i.e. under the assumption that all rainfed areas are irrigated, thereby considering surface water availability, and
- iii. the spatially explicit analysis to what extent expansion of irrigation areas is sustainable.

Our overall objective is to evaluate the feasibility of irrigation expansions in Brazil. We thereby investigate the following research question: Is expansion of irrigated areas, as encouraged by the Brazilian government, environmentally sustainable from a surface water resources point of view? The Cerrado biome, a region of significant agricultural expansion and a biodiversity hotspot (Mittermeier et al., 2005; Strassburg et al., 2017), is considered in particular detail.

## 3.2 Data

Precipitation, maximum and minimum temperature, solar radiation, relative humidity, and wind speed data were obtained from Xavier et al. (2016), who developed a daily gridded dataset for Brazil with a 0.25°×0.25° resolution of these meteorological variables based on 3,625 rain gauges and 735 weather stations for the time period 1980–2013. In order to determine the required soil properties, data on bulk density, organic carbon content, and fractions of sand, silt, clay have been extracted from the ISRIC SoilGrids1km database (Hengl et al., 2014).

100 Saturation and residual water content  $\theta_s$  and  $\theta_r$  [ $\text{m}^3 \text{m}^{-3}$ ] and the parameters  $\alpha$  and  $n$  of the van Genuchten function (van  
Genuchten, 1980) were estimated using the level 3 pedotransfer function of Tomasella et al. (2000) for Brazilian soils, under  
the assumption that coarse and fine sand fraction have an equal share of the total sand content. Field capacity and wilting  
point were determined as soil water content at -33 kPa and -1,500 kPa, respectively, following van Genuchten (1980). Soil  
types were determined using the nomenclature of the United States Department of Agriculture (USDA). Data on harvested  
area and yield of nine main crops for the study year 2012 as provided by IBGE were utilised in this study. The crops  
105 considered are cotton, rice, sugarcane, *Vigna* spp. and *Phaseolus* spp. beans, cassava, corn, soybean and wheat. Combined  
those nine crops account for 96% of harvested area [ha], 98% of production mass [ton] and 90% of production value  
[Brazilian Real] in Brazil in the year 2012 (IBGE, 2012). Planting and harvesting dates for the sub-regions considered were  
taken from Conab (2015). For some crops, multiple harvests per year are considered, following information provided by  
IBGE. Catchment-scale data on surface water supply were obtained from the ANA Geonetwork  
110 (<http://metadados.ana.gov.br/geonetwork/srv/pt/main.home>). An overview of the underlying data is given in Table 1.

[Table 1 here](#)

## 115 **2.3 Methods**

In order to assess water demands of potential expansion of irrigation, impacts on water scarcity, and limits to irrigation  
expansion under scarcity thresholds, we applied a site-specific crop water balance model at the catchment scale. To this end,  
high-resolution gridded data on climate and soil were combined with statistical information on irrigation management to run  
a countrywide daily crop water balance model for 166,842 sub-catchments in Brazil to determine rainfed and irrigated water  
120 requirements. The crops considered were cotton, rice, sugarcane, *Vigna* spp. and *Phaseolus* spp. beans, cassava, corn,  
soybean and wheat. ~~Catchment scale data on surface water supply were from~~

### **2.3.1 SPARE:WATER**

#### **2.3.1.1 Calculation of green and blue water consumption**

125 The open source crop water balance and footprint model SPARE:WATER (Multsch et al., 2013; available at <http://www.uni-giessen.de/faculties/f09/institutes/ilr/hydro/download>) was used to determine green and blue water consumption in crop  
production. The tool was applied to investigate several topics related to water resources management in recent years, e.g. the  
predicted future irrigation demands and impact of technology in the Nile river basin (Multsch et al., 2017a), managing

130 desalinated seawater use in agriculture in Saudi Arabia (Multsch et al., 2017b), and characterising groundwater scarcity caused by large scale irrigation in the USA (Multsch et al., 2016).

135 First, the daily crop water balance was calculated at  $0.25^\circ \times 0.25^\circ$  grid-level for each crop per growing season, utilising the gridded climate and soils data (see Table 1). Second, the contribution of crop production to the regional water balance at the level of municipalities was derived by multiplying crop water consumption per growing season, averaged over the grids in the municipality, with the respective municipal cropping area [ $\text{ha a}^{-1}$ ]. Note that the information regarding irrigated areas and the fraction of irrigated area per crop was also available at municipality level (Table 1). Thirdly, the total water consumption was ~~aggregated over the determined~~ -per sub-catchment, which was then contrasted with water supply in each one of the 166,842 sub-catchments to the level of Brazil's regions and aggregated to municipality level. These steps are shown in Figure A1.

140 Consumptive water use was separated into green ( $CW_g$ ) and blue ( $CW_b$ ) crop water consumption  $CW$  in [ $\text{m}^3 \text{ha}^{-1}$ ] at grid level. To achieve this simulations were carried out twice for the entire country, once for purely rainfed conditions (fraction irrigated  $f=0$ ), to determine green water consumption  $CW_g$ , and once for purely irrigated conditions (fraction irrigated  $f=1$ )  $CW_b$ , in order to determine additional blue water consumption, following earlier work by Mekonnen and Hoekstra (2010) and Siebert and Döll (2010). The blue water consumption was estimated as the difference between the two simulations:

$$CW_g = ET_{f=0} \quad (1)$$

145  $CW_b = ET_{f=1} - ET_{f=0} \quad (2)$

### **23.1.2 Calculation of crop water balance**

In SPARE:WATER, the crop water balance is calculated based on the crop water balance model proposed by Allen et al. (1998). Reference evapotranspiration ( $ET_o$ ) [ $\text{mm d}^{-1}$ ] was derived as

$$ET_o = \frac{0.408\Delta(R_n - G) + \gamma \frac{900}{T + 273} u_2 (e_s - e_a)}{\Delta + \gamma(1 + 0.34u_2)}, \quad (3)$$

150 with net radiation  $R_n$  [ $\text{MJ m}^{-2} \text{d}^{-1}$ ], soil heat flux density  $G$  [ $\text{MJ m}^{-2} \text{d}^{-1}$ ], air temperature  $T$  at 2 m height [ $^\circ\text{C}$ ], wind speed at 2 m height  $u_2$  [ $\text{m s}^{-1}$ ], saturated vapour pressure  $e_s$  [ $\text{kPa}$ ], actual vapour pressure  $e_a$  [ $\text{kPa}$ ], slope of the vapour pressure curve  $\Delta$  [ $\text{kPa } ^\circ\text{C}^{-1}$ ] and the psychrometric constant  $\gamma$  [ $\text{kPa } ^\circ\text{C}^{-1}$ ].  $ET_o$  is adapted to specific field crops by a crop coefficient ( $K_c$ ), which varies over time and is adjusted to field conditions by a water stress coefficient ( $K_s$ ) resulting in  $ET_{act}$  [ $\text{mm d}^{-1}$ ] according to:

$$ET_{act} = ET_o \times K_c \times K_s \quad (4)$$

155 whereby  $K_c$  and  $K_s$  are dimensionless values.  $K_c$  reflects canopy development and changes over the course of the growing period, as measured by the number of days after sowing ( $DAS$ ). The growing period was divided into the four periods initial period ( $L_{ini}$ ), growth period ( $L_{dev}$ ), mid period ( $L_{mid}$ ) and late period ( $L_{end}$ ). A crop coefficient is related to three of the periods:

$K_{c,ini}$ ,  $K_{c,mid}$  and  $K_{c,end}$ . The crop coefficient of  $L_{dev}$  was interpolated in relation to the respective  $DAS$  and the values of  $L_{ini}$  and  $L_{mid}$ .

160 The water stress coefficient  $K_s$  was derived on the basis of a simple water balance approach from the total available soil water ( $TAW$ ), the actual root zone depletion ( $D_r$ ) and a crop specific water extraction coefficient ( $p$ ) [-] following Allen et al. (1998):

$$K_s = \frac{TAW - D_r}{(1-p)TAW} \quad (5)$$

with the  $TAW$  and  $D_r$  in [mm].  $TAW$  was derived from the wilting point, field capacity and the actual rooting depth ( $Z_r$ ) according to Allen et al. (1998):

$$TAW = 1000(\theta_{FC} - \theta_{\phi})z_r \quad (6)$$

with the water content at field capacity ( $\theta_{WP}$ ) and wilting point ( $\theta_{FC}$ ) in [ $m^3 m^{-3}$ ] and the rooting depth  $z_r$  in [m]. The daily soil water depletion  $D_r$  [mm] at day  $i$  was derived for soil layer  $r$  from the water balance components:

$$D_{r,i} = D_{r,i-1} - P_{eff,i} - Irr_i - CR_i + ET_{act,i} + DP_i \quad (7)$$

170 with daily effective precipitation ( $P_{eff}$ ), irrigation ( $Irr$ ), capillary rise ( $CR$ ) and deep percolation  $DP$  in [mm]. In order to account for the case  $f=1$  (full irrigation) the daily irrigation depth  $Irr_i$  was calculated to fill up the soil water compartment to field capacity when the critical depletion was reached, i.e. any water stress is avoided. This approach reflects full irrigation practices.  $P_{eff}$  was computed as  $P-RO$ , where precipitation  $P$  is taken from the meteorological input data and surface runoff  $RO$  was estimated on the basis of the curve number method according to Bosznay (1989), while  $CR$  was neglected.

## 175 **23.2 Blue water scarcity**

### **23.2.1 Calculation of current and potential blue water consumption**

The expansion area, i.e. the rainfed areas to be converted to irrigated land, was assessed considering and contrasting water consumption and water availability. The potential blue water consumption for full expansion of irrigation was calculated based on the irrigation required of all rainfed areas. Blue water consumption was derived for two scenarios. First, for the irrigated areas in 2012, which is subsequently denoted as reference scenario. Second, for an expansion scenario under the assumption that all rainfed areas are irrigated.

180 Knowing the potential consumption, the expansion of irrigated areas was then assessed with respect to the available blue water resources. Water available for expansion was determined by subtracting the available blue water from the water consumption under the reference scenario (actually irrigated areas). The remainder is available to expand irrigation to rainfed areas.

185 For each municipality the allocation of expansion of irrigated area for the crops was assumed proportional to the ratio of the crops grown in the reference case. If the volume of available blue water is insufficient to meet the reference blue water



consumption of formerly rainfed areas, the expansion areas for each crop are reduced proportionally to the cropping fractions in the municipality.

### 190 **23.2.2 Blue water availability**

Availability of blue water was taken from the national Brazilian water resources inventory (ANA, 2016). There, Q95, i.e. the river flow that is equalled or exceeded 95% of the time, and increased by regulated flow from reservoirs, is taken as an indicator of physical availability of water. In essence, Q95 is a measure for discharge in the low-flow season, thereby including regulated flows. Note that ANA provides the Q95 values as averages over the time period 2008 to 2016. The study year 2012 is at the centre of this average.

### 195 **23.2.3 Scarcity levels**

The ratio of gross water withdrawal to physical water availability is often called withdrawal-to-availability ratio (Vanham et al., 2018), and used as an indicator of water scarcity. Using the Q95 indicator for water availability, Brazilian water authorities consider the appropriateness of the water withdrawal, as a fraction of water availability (i.e. scarcity levels), to be excellent-acceptable when it remains below 5%, comfortable between 5 and 10%, worrying between 10 and 20%, critical between 20 and 40% and very critical above 40% (ANA, 2015). This classification is inspired by threshold values for water exploitation suggested by Raskin et al. (1997), and also used by the United Nations (UN, 1997).

In this paper, net water withdrawal (or blue water consumption) rather than gross water withdrawal is compared to water availability, often termed consumption-to-availability ratio (Vanham et al., 2018). Therefore, the scarcity levels described above were adjusted to reflect that withdrawals also include non-consumptive losses at field scale and losses during transport of water to the field, which are not considered when calculating blue water consumption. To account for this a factor of 2 was applied, which is a central estimate of the ratio between withdrawal and consumptive blue water use reported in Wriedt et al. (2008). The resulting scarcity levels represent the same classes of water scarcity from excellent-acceptable to very critical, but are adapted to the threshold values of 2.5, 5, 10 and 20%.

210 Using these thresholds for consumptive blue water use, blue water scarcity was analysed both for the reference situation and for a complete expansion of irrigation on the rainfed cropping area. Note that in the case of expansion of irrigation on the rainfed cropping areas the approach applied here does not account for dynamic changes in regional water availability due to increased upstream water consumption and hence an altered water availability downstream~~Note that this approach does not account for changes in water availability due to increased upstream water consumption in the latter case.~~ The results provided here summarise the scarcity assessment with respect to the pre-defined scarcity levels.

### 215 **23.3 Calculation of the extent of sustainable irrigation areas**

The sustainable expansion of irrigated areas on rainfed cropping areas was assessed through the water consumption-to-availability ratio. Three management strategies are presented by limiting the available water under the assumption of scarcity

levels ~~excellent~~acceptable, moderate and worrying. Each management strategy has been mapped spatially for reference and expansion scenarios. The volume of water available for consumptive blue water use in irrigation was calculated at the level of municipalities for the different threshold levels of water scarcity. If this volume of blue water exceeds the consumptive blue water requirement in the reference situation, the excess volume was allocated to irrigation expansion. For the irrigation expansion scenario the growing areas of the crops considered have been upscaled using the proportion of crops grown in the reference scenario~~For each municipality, the allocation of expansion of irrigated area over the crops was assumed to be proportional to the ratio of the crops grown in the reference case.~~ The overall extent of the expansion is chosen to either use all of the excess volume of blue water assumed to be available, or to use all of the rainfed cropping area. If the volume of available blue water (depending on the threshold for scarcity chosen) is insufficient to meet the reference blue water requirement, the irrigated areas for each crop were reduced proportionally to achieve the chosen level of scarcity. Viable expansions at municipal level were aggregated to regions for each of the threshold levels of water scarcity.

### ~~3 Data~~

~~Precipitation, maximum and minimum temperature, solar radiation, relative humidity, and wind speed data were obtained from Xavier et al. (2016), who developed a daily gridded dataset for Brazil with a 0.25°×0.25° resolution of these meteorological variables based on 3,625 rain gauges and 735 weather stations for the time period 1980–2013. In order to determine the required soil properties, data on bulk density, organic carbon content, and fractions of sand, silt, clay have been extracted from the ISRIC SoilGrids1km database (Hongl et al., 2014).~~

~~Saturation and residual water content  $\theta_s$  and  $\theta_r$  [ $\text{m}^3 \text{m}^{-3}$ ] and the parameters  $\alpha$  and  $n$  of the van Genuchten function (van Genuchten, 1980) were estimated using the level 3 pedotransfer function of Tomasella et al. (2000) for Brazilian soils, under the assumption that coarse and fine sand fraction have an equal share of the total sand content. Field capacity and wilting point were determined as soil water content at 33 kPa and 1,500 kPa, respectively, following van Genuchten (1980). Soil types were determined using the nomenclature of the United States Department of Agriculture (USDA). Data on harvested area and yield of nine main crops for the study year 2012 as provided by IBGE were utilised in this study. The crops considered are cotton, rice, sugarcane, *Vigna* spp. and *Phaseolus* spp. beans, cassava, corn, soybean and wheat. Combined those nine crops account for 96% of harvested area [ha], 98% of production mass [ton] and 90% of production value [Brazilian Real] in Brazil in the year 2012 (IBGE, 2012). Planting and harvesting dates for the sub-regions considered were taken from Conab (2015). For some crops, multiple harvests per year are considered, following information provided by IBGE. An overview of the underlying data is given in Table 1.~~

**Table 1 here**

**4.1 Spatial explicit modelling using SPARE:WATER****4.1.1 Crop water balance modelling**

The crop water balance components show significant differences between crops, partly due to differences in cropping locations within Brazil, different growing seasons, and between rainfed and irrigated production systems (see Table 2).

255 Average  $ET_{act}$  values vary between 154 mm (3<sup>rd</sup> *Vigna* spp. and *Phaseolus* spp.) and 925 mm (sugarcane) on rainfed areas.  $ET_{act}$  is consistently higher on irrigated areas with average values between 260 mm (3<sup>rd</sup> *Vigna* spp. and *Phaseolus* spp.), i.e. 69% higher than rainfed, and 1,508 mm (sugarcane), i.e. 63% higher than rainfed. Effective precipitation  $P_{eff}$  varies between 229 mm (3<sup>rd</sup> *Vigna* and *Phaseolus* spp.) and 1,574 mm (sugarcane), with high values relating to crops with comparably long growing periods. Crops with a high Irrigation  $IRR$  are wheat (291 mm) and particularly sugarcane (644 mm), mainly due to

260 the growing periods extending into the dry seasons. Another important fact is that even if effective rainfall could often cover potential  $ET$  in total, the rainfall was not available at the time of high crop water demands and could not be stored by the soil in sufficient quantity, making it unavailable to the crop. Thus, irrigation is often required even if total rainfall is enough.

**Table 2 here**

265

In Table 3 the results for  $ET_{act}$ ,  $P_{eff}$ ,  $IRR$ , cropping area, green and blue water consumption are summarized for the Cerrado region, one of the main areas of agricultural development and a biodiversity hotspot.  $ET_{act}$  is below the Brazilian average values in the cases of cotton (6%), wheat (47%) and sugarcane (14%), as well as for beans for the first sowing date (51%). Other crops show an  $ET_{act}$  that is higher by 4% to 14%.  $P_{eff}$  is lower in the Cerrado for all crops by 7% to 65%. A slightly

270 higher  $ET_{act}$  (by 1 to 6%) is estimated for irrigated production in the Cerrado region for all crops when compared to the average of Brazil. The irrigation depths in the Cerrado are found to exceed the Brazilian averages, e.g. +17% for cotton, +20% for sugarcane, +23% for the 2<sup>nd</sup> sowing date for corn, +30% for wheat as well as +7% and +26% for the 2<sup>nd</sup> and 3<sup>rd</sup> sowing date of beans.

275 **Table 3 here**

**4.1.2 Green and blue water consumption**

The total water consumption of the nine crops considered in this study is 285.5 km<sup>3</sup> in the year 2012 (Table 2). Green water is dominating with 95% of the total consumption. The majority (91%) of the green water consumption was consumed on

280 rainfed areas (53.8 Mha, including double/triple cropping) and only a minor fraction on irrigated areas (4.9 Mha).

The spatial distribution of the total, green and blue water consumption in crop production is shown in Figure 1. The North of Brazil (States: Acre, Amapá, Amazonas, Pará, Rondônia, Roraima, Tocantins) consumes only a minor fraction (3%) of the national total volume. Agriculture is not intensive in this area and many regions are not cultivated because of climate conditions, non-suitability of soils and nature protection in the Amazonas region. The highest percentage of green water consumption is found in the Centre-West (34%) (States: Goiás, Mato Grosso, Mato Grosso do Sul, Distrito Federal) and the highest percentage of blue water consumption occurs the North-East (States: Alagoas, Bahia, Ceará, Maranhão, Paraíba, Pernambuco, Piauí, Rio Grande do Norte, Sergipe) and the South-East (States: Espírito Santo, Minas Gerais, Rio de Janeiro, São Paulo) with 31% and 39%, respectively. Water consumption displays a distinct change in pattern from West to East (western areas: rainfed; eastern areas: irrigated) ~~The water consumption pattern clearly displays a high fraction in the centre of the country (western areas: rainfed; eastern areas: irrigated), which reflects the dominating cultivated areas.~~ The majority of green water is consumed by soybeans, sugarcane and corn with 37.8%, 28.6% and 21.5%, respectively. Regarding blue water, sugarcane (10.0 km<sup>3</sup> a<sup>-1</sup>), rice (2.3 km<sup>3</sup> a<sup>-1</sup>), corn (1.1 km<sup>3</sup> a<sup>-1</sup>) and soybeans (0.9 km<sup>3</sup> a<sup>-1</sup>) consume with 92.9% the highest fraction.

The Cerrado (Figure 1, delimited by black line) is one of the most sensitive landscapes and is comprised of about half of both irrigated and rainfed areas in Brazil with 46% and 47%. The large extent of agricultural areas comes with a high green and blue water consumption of 132 km<sup>3</sup> a<sup>-1</sup> and 5.7 km<sup>3</sup> a<sup>-1</sup> (together 48% of the total across Brazil). The average field scale water consumption [mm a<sup>-1</sup>] shows a higher green (~5%) and lower blue (~19%) water consumption when compared to Brazil's average.

300 **Figure 1 here**

#### 4.2 Blue water scarcity

Blue water availability and scarcity are shown in Figure 2. The available water flows have been classified according to seven groups between 80 mm a<sup>-1</sup> and greater than 2,560 mm a<sup>-1</sup> related to water scarcity levels of 2.5, 5, 10 and 20%. The highest values are located in the North near the Amazonas River with a median Q95 of 765 mm a<sup>-1</sup>. Q95 decreases in particular in the eastern areas with 26 mm a<sup>-1</sup> and 197 mm a<sup>-1</sup> in the North East and South East. The Cerrado area has also comparable low values with a median of 177 mm a<sup>-1</sup>.

The blue water scarcity for current irrigated areas (Figure 2b) shows a specific regional pattern. Most of the agricultural areas are classified as to either meet excellent-acceptable (35%) or very critical (38%) water scarcity. In the Cerrado region 44% of the area are in the category excellent-acceptable and 23% of the area are in the category very critical. The highest quantity of very critical catchments is located in the North East and South with 64% and 49%, respectively. The largest percentages of areas in the category excellent-acceptable lie in the North (94%) and Center-West (65%).

The situation would change significantly when also rainfed areas are irrigated as shown in Figure 2c, with an increase of the category very critical with 48% and a lower fraction in the class excellent-acceptable with 24%. A similar change can be observed for the Cerrado region with 38% of very critical catchments. The catchments with a higher scarcity are located in the southern and eastern area of Brazil, as well as in the eastern part of the Cerrado itself.

### Figure 2 here

The higher scarcity for the potentially irrigated area can be caused by two additive impacts, i.e. a low Q95 and a high additional water demand. Two regions stand out regarding water availability: the northern and north-eastern parts with comparably high availability, and the eastern regions with low availability. The other parts of the country show mixed water availability, with regions of higher and lower values (Figure 2a). The maximum and minimum quantities of water availability and consumption are heavily skewed to the blue water scarcity classes excellent-acceptable and very critical. For example, water scarcity in most catchments is classified as excellent-acceptable or very critical for current irrigated areas (Fig 3a). In this case, the class excellent-acceptable is dominated by agriculture fields with an average blue water consumption below 80 mm a<sup>-1</sup>. The catchments classified as very critical are dominated by agriculture fields consuming more than 640 mm a<sup>-1</sup>. The highest water availability (often larger than 1,280 mm a<sup>-1</sup>) is attributed to catchments classified as excellent-acceptable (Figure 3b). Catchments with a lower water availability (<160 mm a<sup>-1</sup>) are mostly characterized as very critical. This distribution is similar for current (Figure 3a,b) and rainfed (Figure 3c,d), i.e. potentially irrigated, areas.

### Figure 3 here

#### 4.3 Extent of sustainable irrigation areas

Three scarcity levels were analysed in detail, namely excellent-acceptable, comfortable and worrying (Table 4). Current irrigated areas add up to 4.29 Mha without accounting for multiple cropping. Only 1.99 Mha of this area, i.e. 46.4%, should be irrigated when an excellent-acceptable blue water scarcity level is to be realised. The areas that do not meet the threshold of excellent-acceptable water scarcity (1.57 Mha) lie in catchments that are currently classified as very critical. Allowing higher scarcity levels (comfortable, worrying) would allow 2.38 Mha and 2.78 Mha of the current irrigation areas to remain irrigated. Note that worrying water scarcity is the highest level of scarcity that avoids critical conditions. Expanding irrigation in order to irrigate all rainfed fields would result in an additional irrigated area of 45.56 Mha (i.e. the rainfed area without the multiple cropping areas listed in Table 1), with 22.00 Mha of the additional area in catchments with very critical and 4.02 Mha with critical water scarcity. Expansion of irrigation area by 16.68 Mha (36.6%), 20.68 Mha (45.4%) or 24.89 Mha (54.6%) would be achievable for the blue water scarcity levels excellent-acceptable, comfortable and worrying.

**Table 4 here**

The extent of sustainable irrigation areas is shown in Figure 4 in classes ranging from 20% to 100% for each catchment. The classes represent the percentage change needed to reach a certain level of water scarcity. For example, a countrywide excellent-acceptable scarcity level for the reference scenario (Figure 4b) is only achievable if the currently irrigated areas in large parts of eastern Brazil as well as in the south and west are reduced to 20% of the actual extent. The sustainable irrigation area for scarcity levels comfortable and worrying are shown in Figure 4b and 4c, respectively. The highest reductions are required in the North-East, the eastern part of the Cerrado, and in southern regions of Brazil. A similar calculation has been conducted for potentially irrigated areas (Figure 4d-f). Only a modest fraction of the currently rainfed areas should be irrigated, while keeping blue water scarcity at excellent-acceptable, comfortable or worrying levels, as shown in Figure 4d, 4e and 4f, with expansions mainly feasible in the South-East, the western part of the Cerrado and in the Amazon basin.

**Figure 4 here****360 5 Discussion**

In the present study the biophysical boundaries of said strategy have been specified in a quantitative manner by comparing the potential water demand to fully cover the water demand of rainfed areas by irrigation with the available river flows. The underlying environmental and agronomic data were carefully selected to account for the high spatial variation of hydrological conditions across Brazil. A few choices and the resulting implications require further attention.

365 With respect to the choice of a water availability indicator, Q95 as has been selected in order to provide a conservative water availability scenario. This is important due to the high variability of hydrological conditions in Brazil and to account for dry periods over time. Moreover, choosing Q95 complies with the indices utilised by the Brazilian Water Agency and decision makers.

370 The selection of crop-specific parameter sets was an important aspect in the design of such a study. Crop coefficients and length of growing seasons of the individual crops studied here have been assembled from a well-recognised source (Allen et al., 1998, i.e. parameters implemented in the FAO CROPWAT model), a Brazilian study (Hernandes et al., 2014) and regional information for Brazil, as provided by Companhia Nacional de Abastecimento (Conab) (<https://www.conab.gov.br/>). We acknowledge that further spatial differentiation is desirable, should reliable data be available. We have chosen the procedures put forth by Allen et al. (1998), as their high level of robustness, transferability and repeatability have been shown (Pereira et al., 2015). Moreover, in a large-scale irrigation requirement study for the Murray-Darling basin, Multsch et al. (2013) report that the choice of the potential evapotranspiration calculation method outweighs the role of the local

refinement of crop coefficients. Lastly, the region-specific crop calendars (Conab, 2015) were utilised for the determination of crop water requirements to account for varying conditions in different parts of Brazil.

380 An important aspect when assessing water scarcity caused by agricultural water consumption are return flows, e.g. due to evapotranspiration recycling (Berger et al., 2014) or water losses in irrigation systems (Pereira et al., 2002; Jägermeyr et al., 2015). We neglect evapotranspiration recycling effects in the present study, since great care has been taken to subdivide the study area into sub-catchments with sizes where this effect does not play a significant role. The calculated blue water consumption represents net water requirements, which only includes evapotranspiration by crops and from soils.

385 It is ~~important-critical~~ to note that pumping river water for irrigation, as investigated here, has likely impacts on natural systems and should be carefully evaluated, thereby considering water management measures. In addition, the effect of land conversion requires attention. Recent studies show the ~~likely-potential~~ effects of future land use and land cover change scenarios in the Amazonian region of Brazil on the hydrological regime in the region (Abe et al., 2018; Dos Santos et al., 2018). The results of the spatially explicit quantification regarding water resources of this study add information on several  
390 aspects as explained below.

### **5.1 Expansion and intensification of irrigation areas**

The agricultural policy of Brazil has been investigated with a focus on water resources. By using a spatially explicit and process-oriented modelling approach the extent of sustainable irrigation areas was quantified. Future policy will need to decide on the level of the expansion and intensification of agricultural areas. Others (Alkimim et al., 2015; Sparovek et al.,  
395 2015; Spera, 2017; Strassburg et al., 2014) made a strong case that agricultural expansion into currently uncultivated areas can be avoided through efficient utilisation of currently cultivated areas, mainly those allocated to extensive grazing. The quantification of sustainable irrigation areas has shown that the use of irrigation as a large scale intensification strategy is limited. On the one hand, even actual irrigated areas (reference scenario) must be reduced in order to achieve an ~~excellent~~  
400 ~~acceptable~~ scarcity level. Thus, intensification would be in some areas highly unfavourable and current mechanisms of water use monitoring and control need to be improved. On the other hand, some rainfed areas (expansion scenario) maybe irrigated in the future without resulting in higher scarcity due to adequate blue water availability. Thus, this spatial explicit analysis can inform agricultural policy making with regard to water resources management in order to implement likely agricultural expansion in the future in a sustainable manner.

Regarding intensification, employing state of the art irrigation technology and further development of such technology  
405 would be in line with an objective of Brazil's irrigation policy through Law No. 12,787, i.e. to train human resources and foster the creation and transfer of technologies related to irrigation. Fachinelli and Pereira (2015) point out the potential yield increase through irrigation, and hence an opportunity to reduce related land requirements for sugarcane expansion. Future work should assess the potential of efficient use of water resources regarding irrigation technology to further refine the

quantification of sustainable irrigation areas, including not only biophysical variables but also infrastructure availability and socioeconomic conditions.

## 5.2 Protecting the Cerrado

The Brazilian government has identified new areas for agricultural development in the northeastern part of the Cerrado, which became an agricultural frontier since the early 2000s. How would such a policy impact water resources? To answer this question, some knowledge regarding the landscape level development must be provided. On May 6, 2015, Brazilian Decree no. 8447 officially committed government support for the agriculture and livestock development plan PDA MATOPIBA for the 'MATOPIBA' region, i.e. 337 municipalities that span the states of Maranhão (MA), Tocantins (TO), southern Piauí (PI), and western Bahia (BA) (Spera et al., 2016). It must be noted that around 90% of MATOPIBA lies within the Cerrado biome. Spera et al. (2016) point out that unlike most of the Cerrado, MATOPIBA does not have a history of large-scale cattle ranching. As a result, cropland expansion in MATOPIBA is advancing primarily through clearing native vegetation rather than by using previously cleared pasturelands. It has been pointed by others that careful planning for the region should allow for large-scale agriculture to grow and contribute to rural economic development in a way that harmonises with other uses of the landscape and other economic development pathways (Dickie et al., 2016).

A further policy evaluation is feasible now that the blue water scarcity levels as presented in the current study are available. Nearly the half of Brazil's irrigated and rainfed area is located in the Cerrado area and requires a similar fraction for water consumption. Thus, policy strategies for Brazil regarding agricultural expansion will have a significant impact on that region, in particular on water resources. Currently, the scarcity levels of the area are mostly ~~excellent~~-acceptable and comfortable and most areas under worrying and critical scarcity lie outside of the Cerrado area. Irrigation of rainfed areas would tremendously change this situation and increase blue water scarcity to a worst-case situation. In order to maintain sustainability with respect to surface water resources, less than 20% of rainfed areas should be irrigated.

## 5.3 Green water management

In addition to the spatial aspects regarding expansion, the temporal variability of water availability and consumption is crucial to support policymaking. The high evaporative deficit on rainfed areas as shown by the crop water balance model deserves special attention. Although rainfall rates can potentially cover the crop ET in many regions, the plant available soil moisture is not sufficient to store and provide enough water, especially in lighter-textured (sandy or sandy loam) soils. Additionally, a low infiltration capacity makes soils classified as clay or clay loam soils unable to store high-intensity rainfall.

Measures focusing on managing green water resources as proposed elsewhere (e.g. Multsch et al., 2016; Rockström et al., 2010; Rost et al., 2009) for agriculture systems worldwide can potentially improve the water holding capacity. While restricting water use of irrigated crops to green water may lead to substantial production losses (Siebert and Döll, 2010), improved irrigation practices can support reduction of non-beneficial water consumption, without compromising yield levels



(Jägermeyr et al., 2015). Different measures to improve green water management have been evaluated by Jägermeyr et al. (2016) on the global scale showing that the kilocalories derived from agricultural production could be enhanced by 3-14% by soil moisture conservation and by 7-24% by water harvesting. In order to store the high surface run-off which occurs in Brazil's agricultural systems, in-situ rainfall harvesting by conservation tillage and mulching may be helpful measures in order to improve agricultural productivity in a sustainable manner.

Based on the work shown here specific scenarios can be evaluated, such as cultivation of a 2<sup>nd</sup> and/or 3<sup>rd</sup> cropping cycle for selected crops, using water resources for bridging dry spells during the growing season only (supplemental irrigation), or utilisation of water resources to avoid late planting due to unfavourable climatic conditions. Thus, this study provides a basis to further investigate specific measures, thereby considering various agriculture management strategies in space and time.

#### 5.4 Water recycling

Another important aspect of sustainable irrigation is the effect on the amount of water recycled to the atmosphere via evapotranspiration. Spera et al. (2016) find by analysis of remote sensing data that the conversion of Cerrado vegetation into cropland resulted in changes in water recycling that show dependency on the cropping frequency, with double cropping behaving more akin to the natural system. Future investigations of this kind should include the additional effect of various irrigation strategies, combined with the effect of cropping frequency and area response to climate variability, whereby the importance of the latter has been highlighted by Cohn et al. (2016).

## 6 Conclusions

Based on the assessment of crop water consumption as fraction of water availability (in terms of Q95) and classifying the results regarding water scarcity for Brazil the following can be concluded:

- *Avoiding critical water scarcity on currently irrigated land:* In order to avoid critical water scarcity, irrigation must be discontinued on ~~53.64%~~ of the area (2.30 Mha) for an ~~excellent~~-acceptable water scarcity level, on ~~44.55%~~ (1.94 Mha) for a comfortable water scarcity level and on ~~35.2%~~ (1.54 Mha) for a worrying water scarcity level of ~~4.29-3~~ Mha currently irrigated land (not considering multiple cropping).
- *Avoiding critical water scarcity on currently rainfed land:* For ~~36.67%~~ (16.68-7 Mha) of the currently 45.56-6 Mha rainfed land the blue water scarcity level would remain ~~excellent~~acceptable, for ~~45.4%~~ (20.68-7 Mha) comfortable and ~~54.65%~~ (24.89-9 Mha) worrying under irrigation (not considering multiple cropping).
- *Expansion of agriculture into currently uncultivated areas:* Given that there is potential for additional irrigation areas and taking into account estimates by FAO, which estimates that a cropping intensity of 120% can be achieved on irrigated land ([www.fao.org/nr/water/aquastat/countries\\_regions/BRA/](http://www.fao.org/nr/water/aquastat/countries_regions/BRA/)), production on currently cultivated land can overall be made more efficient through investment in irrigation infrastructure. This lends support to the

statement made in other work that an expansion into currently uncultivated land is not required in order to increase agricultural productivity.

- *Decision support for stakeholders and decision-makers*: The results cover different water scarcity categories, which allows for a trade-off analysis among stakeholders and decision makers as to which level of water scarcity and the related consequences are acceptable to reach a given goal.
- *Global virtual water flows*: The agricultural policy will affect local farmers, but also global markets, given the global dimension of Brazil's agriculture. Brazil is a country, which imports blue water resources and exports its green water resources (Fader et al., 2011). The vast green water exports have been attributed to soybeans, which are strongly requested on the world market, in particular by China (Dalin et al., 2012), to sustain human diet and livestock nutrition. A similar picture applies to sugarcane, since Brazil has a share of 30% of global production (Gerbens-Leenes and Hoekstra, 2012). An expansion of irrigated areas would therefore significantly alter global virtual water flows.

In studying possible expansion of irrigated areas, as encouraged by the Brazilian Government under Law 12,787, this paper addresses the trade-off between the choice of the level of blue water scarcity that is deemed acceptable, and the feasible expansion of the irrigated area complying with that limitation. In addressing this issue, we restrict the analysis to irrigation expansion on cropping areas in 2012, representing the situation just before law 12,787 came into effect in 2013.

Expanding irrigation can be an effective measure to increase agricultural production. Using a spatial explicit modelling tool sensible, forward-looking and sustainable planning of expansion areas can be achieved by avoiding an expansion in areas where high water scarcity would be the consequence. This applies in particular to the Cerrado biome. Moreover, the temporal variations regarding crop water requirements have been addressed by process-oriented modelling with respect to the local cropping calendar. This work provides a sound basis for further assessment of water management strategies in order to achieve nation-wide development and implementation of sustainable agricultural policies.

*Code availability.* The code written for this analysis can be made available by the first author upon request.

*Data availability.* Data used in this study are available from the following sources: Climate data (Xavier et al., 2016) from <http://careyking.com/data-downloads/>, soils data (Hengl et al., 2014) from <https://www.isric.org/explore/soilgrids>, crop data (IBGE, 2012) from <http://www.sidra.ibge.gov.br/>, extent of irrigated areas (IBGE, 2012) from <http://www.sidra.ibge.gov.br/>, fraction of irrigated area per crop (IBGE, 2006) from <http://www.sidra.ibge.gov.br/> and surface water supply (ANA, 2016)

505 from <http://metadados.ana.gov.br/geonetwork/srv/pt/metadata.show?id=307>. Other data used here, but not accessible online, can be accessed via the references listed in the references section.

*Appendices.*

Table A1. Crop coefficients  $K_c$  [-] and lengths  $L$  [days] of crop development stages of the crops considered in this study.

<b>Crop</b>	<b><math>K_{c,ini}</math></b>	<b><math>K_{c,mid}</math></b>	<b><math>K_{c,end}</math></b>	<b><math>L_{ini}</math></b>	<b><math>L_{dev}</math></b>	<b><math>L_{mid}</math></b>	<b><math>L_{late}</math></b>
Corn <sup>1</sup>	0.65	1.1	0.6	30	40	50	30
Soybean <sup>1</sup>	0.6	1.05	0.6	10	40	50	20
Sugarcane <sup>1</sup>	0.5	1.25	0.8	30	60	180	95
Cassava <sup>2</sup>	0.3	0.8	0.3	20	40	90	60
Rice <sup>2</sup>	1.05	1.2	0.75	30	30	60	30
Cotton <sup>2</sup>	0.35	1.2	0.6	30	50	55	45
Wheat <sup>2</sup>	0.7	1.15	0.25	15	30	65	40
Phaseolus <sup>2</sup>	0.5	1.05	0.9	20	30	30	10
Vigna <sup>2</sup>	0.5	1.05	0.9	20	30	30	10

<sup>1</sup> Source: Hernandez et al. (2013), <sup>2</sup> Source: Allen et al. (1998)

510

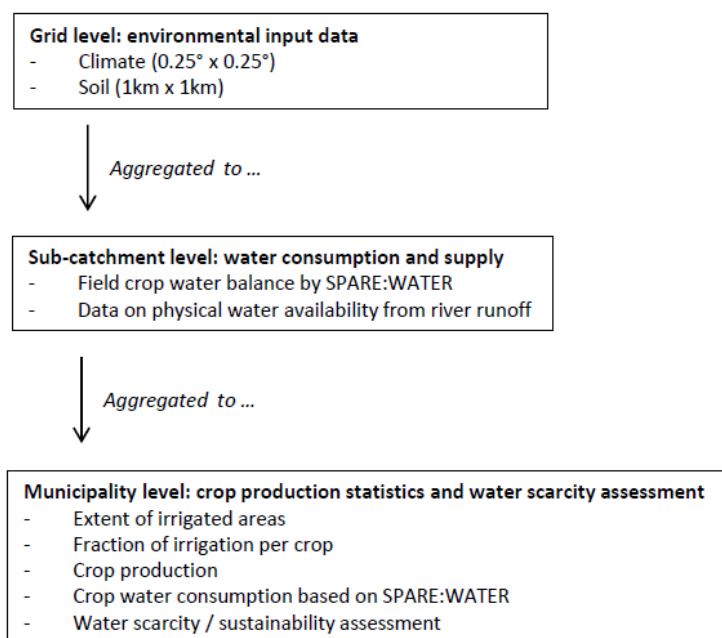
515

520

Table A2. Planting and harvesting dates of the different crops and the five sub-regions considered in this study (Source: Conab, 2015).

Crop	North		North-East		Center-West		South-East		South	
	Sowing	Harvest	Sowing	Harvest	Sowing	Harvest	Sowing	Harvest	Sowing	Harvest
Cassava	01.09.	29.03.	01.09.	29.03.	01.09.	29.03.	01.09.	29.03.	01.09.	29.03.
Corn	01.12.	29.04.	15.01.	13.06.	15.11.	13.04.	15.11.	13.04.	15.10.	13.03.
2 <sup>nd</sup> Corn	10.04.	06.09.	01.05.	27.09.	15.02.	14.07.	15.03.	11.08.	15.02.	14.07.

Cotton	15.01.	13.07.	15.02.	13.08.	15.12.	12.06.	01.12.	29.05.	15.11.	13.05.
Phaseolus	15.12.	14.03.	15.11.	12.02.	15.11.	12.02.	01.11.	29.01.	01.10.	29.12.
2 <sup>nd</sup>	01.04.	29.06.	01.03.	29.05.	15.02.	15.05.	01.03.	29.05.	01.02.	01.05.
Phaseolus										
3 <sup>rd</sup>	15.05.	12.08.	15.05.	12.08.	15.05.	12.08.	01.05.	29.07.	01.05.	29.07.
Phaseolus										
Rice	15.11.	13.04.	01.01.	30.05.	15.11.	13.04.	15.11.	13.04.	01.11.	30.03.
Soybeans	01.12.	30.03.	01.12.	30.03.	15.11.	14.03.	15.11.	14.03.	15.11.	14.03.
Sugarcane	01.10.	30.09.	01.10.	30.09.	01.07.	30.06.	01.07.	30.06.	01.07.	30.06.
Vigna	15.12.	14.03.	15.11.	12.02.	15.11.	12.02.	01.11.	29.01.	01.10.	29.12.
2 <sup>nd</sup> Vigna	01.04.	29.06.	01.03.	29.05.	15.02.	15.05.	01.03.	29.05.	01.02.	01.05.
3 <sup>rd</sup> Vigna	15.05.	12.08.	15.05.	12.08.	15.05.	12.08.	01.05.	29.07.	01.05.	29.07.
Wheat	15.04.	11.09.	15.04.	11.09.	15.04.	11.09.	01.05.	27.09.	15.06.	11.11.



525 Figure A1. Spatial aggregation steps in the analysis.

Author contribution. MP, QL and MK initiated the study. SM and MP jointly developed the concept and methodology, with contributions by MK and LB. SM, MP, AA and AB pre-processed the input data for the analysis. SM carried out the calculations and prepared the figures. SM, MP, MK and LB analysed the results. SM, MP and MK wrote the first draft of the manuscript. The final version of the manuscript has been prepared based on revisions that have been contributed by all authors.

530

*Competing interests.* The authors declare no competing interests.

535 *Acknowledgements.* Markus Pahlow, Maarten Krol and Quirijn de Jong van Lier gratefully acknowledge financial support from the National Council of Technological and Scientific Development (CNPq - Brazil) and Netherlands Organisation for Scientific Research (NWO – Netherlands) (joint research programme Biobased Economy - project number: CNPq 456387/2013-7 and NWO 729.004.014).

## References

- 540 Abe, C. A., Lobo, F. L., Dibike, Y. B., Costa, M. P. F., Dos Santos, V., and Novo, E. M. L. M.: Modelling the effects of historical and future land cover changes on the hydrology of an Amazonian Basin, *Water*, 10(7): 932, <https://doi.org/10.3390/w10070932>, 2018.
- Alkimim, A., Sparovek, G., and Clarke, K. C.: Converting Brazil's pastures to cropland: an alternative way to meet sugarcane demand and to spare forestlands, *Appl. Geogr.*, 62, 75-84, <https://doi.org/10.1016/j.apgeog.2015.04.008>, 2015.
- 545 Allen, R. G., Pereira, L. S., Raes, D., and Smith, M.: Crop evapotranspiration-guidelines for computing crop water requirements, FAO Irrigation and drainage paper 56, Food and Agriculture Organization of the United Nations, Rome, Italy, 1998.
- ANA: Conjuntura dos recursos hídricos no Brasil, Informe 2015, Agência Nacional de Águas, Brasília, Brazil, pp. 88, ISBN: 978-85-8210-030-1, 2015.
- 550 ANA: Disponibilidade Hídrica Superficial, Agência Nacional de Águas, Brasília, Brazil, available at: <http://metadados.ana.gov.br/geonetwork/srv/pt/metadata.show?id=307>, 2016.
- Bosznay, M.: Generalization of SCS curve number method, *J. Irrig. Drain. Eng.*, 115, 139–144, 1989.
- Castello, L. and Macedo, M. N.: Large-scale degradation of Amazonian freshwater ecosystems, *Glob. Change Biol.*, 22, 990-1007, 2016.
- 555 Cohn, A. S., VanWey, L. K., Spera, S. S., and Mustard, J. F.: Cropping frequency and area response to climate variability can exceed yield response, *Nat. Clim. Change*, 6, 601-604, 2016.
- Conab: Acomp. Safra bras. grãos, v. 2 – Safra 2014/15, n. 10 – Décimo levantamento, Brasília, p. 1-109, Companhia Nacional de Abastecimento, Observatório Agrícola, ISSN: 2318-6852, 2015.
- Dalin, C., Konar, M., Hanasaki, N., Rinaldo, A., and Rodriguez-Iturbe, I.: Evolution of the global virtual water trade network, *Proc. Natl. Acad. Sci. U.S.A.*, 109, 5989-5994, <https://doi.org/10.1073/pnas.1203176109>, 2012.
- 560 Damkjaer, S. and Taylor, R.: The measurement of water scarcity: Defining a meaningful indicator, *Ambio*, 46(5), 513-531, 2017.

- Dickie, A., Magno, I., Giampietro, J., and Dolginow, A.: Challenges and opportunities for conservation, agricultural production, and social inclusion in the Cerrado biome, CEA Consulting, San Francisco, USA, 54 pp., 2016.
- 565 Dos Santos, V., Laurent, F., Abe, C., and Messner, F.: Hydrologic response to land use change in a large basin in Eastern Amazon, *Water*, 10(4): 429. <https://doi.org/10.3390/w10040429>, 2018.
- Fachinelli, N. P. and Pereira Jr., A. O.: Impacts of sugarcane ethanol production in the Paranaíba basin water resources, *Biomass Bioenerg.*, 83, 8-16, <https://doi.org/10.1016/j.biombioe.2015.08.015>, 2015.
- Fader, M., Gerten, D., Thammer, M., Heinke, J., Lotze-Campen, H., Lucht, W., and Cramer, W.: Internal and external green-  
570 blue agricultural water footprints of nations, and related water and land savings through trade, *Hydrol. Earth Syst. Sci.*, 15, 1641-1660, 2011.
- FEALQ/IICA/MI: Integrated spatial analysis for development of irrigated agriculture in Brazil. Luiz de Queiroz Agricultural Studies Foundation / Inter-American Institute for Cooperation on Agriculture / Ministry of National Integration, Technical Cooperation Program PCT BRA/IICA/08/002, available at [http://www.mi.gov.br/analise-territorial-para-o-desenvolvimento-](http://www.mi.gov.br/analise-territorial-para-o-desenvolvimento-da-agricultura-irrigada)  
575 [da-agricultura-irrigada](http://www.mi.gov.br/analise-territorial-para-o-desenvolvimento-da-agricultura-irrigada) (in Portuguese), 2015.
- Getirana, A. (2016). Extreme water deficit in Brazil detected from space, *J. Hydrometeorol.*, 17, 591-599.
- Gerbens-Leenes, W. and Hoekstra, A. Y.: The water footprint of sweeteners and bio-ethanol, *Environ. Int.*, 40, 202-211, 2012.
- Hernandes, T. A., Bufon, V. B., and Seabra, J. E.: Water footprint of biofuels in Brazil: assessing regional differences,  
580 *Biofuel. Bioprod. Bior.*, 8, 241-252, <https://doi.org/10.1002/bbb.1454>, 2014.
- Hengl, T., de Jesus, J. M., MacMillan, R. A., Batjes, N. H., Heuvelink, G. B. M., Ribeiro, E., Samuel-osa, A., Kempen, B., Leenaars, J.G.B., Walsh, M.G., and Ruiperez Gonzalez, M.: SoilGrids1km - Global Soil Information Based on Automated Mapping *PLoS ONE*, 9(8): e105992, <https://doi:10.1371/journal.pone.0105992>, 2014.
- IBGE: Censo Agropecuário 2006. Instituto Brasileiro de Geografia e Estatística, Rio de Janeiro, Brazil. Available at:  
585 <http://www.sidra.ibge.gov.br/>, 2006.
- IBGE: Produção Agrícola Municipal. Instituto Brasileiro de Geografia e Estatística, Rio de Janeiro, Brazil. Available at: <http://www.sidra.ibge.gov.br/>, 2012.
- Jägermeyr, J., Gerten, D., Heinke, J., Schaphoff, S., Kummu, M., and Lucht, W.: Water savings potentials of irrigation systems: global simulation of processes and linkages, *Hydrol. Earth Syst. Sci.*, 19, 3073-3091, 2015.
- 590 Jägermeyr, J., Gerten, D., Schaphoff, S., Heinke, J., Lucht, W., and Rockström, J.: Integrated crop water management might sustainably halve the global food gap, *Environ. Res. Lett.*, 11: 25002, <https://doi.org/10.1088/1748-9326/11/2/025002>, 2016.
- Lathuilière, M. J., Coe, M. T., and Johnson, M. S.: A review of green- and blue-water resources and their trade-offs for future agricultural production in the Amazon Basin: what could irrigated agriculture mean for Amazonia? *Hydrol. Earth Syst. Sci.*, 20, 2179-2194, 2016.
- 595 Mekonnen, M. M. and Hoekstra, A. Y.: A global and high-resolution assessment of the green, blue and grey water footprint of wheat, *Hydrol. Earth Syst. Sci.*, 14, 1259-1276, 2010.

- Mittermeier, R. A., Gil, P. R.; Hoffman, M.; Pilgrim, J., Brooks, T., Mittermeier, C. G., Lamoreux, J., and da Fonseca, G.A.B.: Hotspots revisited-Earth's biologically richest and most endangered terrestrial ecoregions, University of Chicago Press, Chicago, IL, USA, 2005.
- 600 Multsch, S., Al-Rumaikhani, Y. A., Frede, H.-G., and Breuer, L.: A site-specific agricultural water requirement and footprint estimator (SPARE: WATER 1.0), *Geosci. Model Dev.*, 6, 1043-1059, 2013.
- Multsch, S., Pahlow, M., Ellensohn, J., Michalik, T., Frede, H.-G., and Breuer, L.: A hotspot analysis of water footprints and groundwater decline in the High Plains aquifer region, USA, *Reg. Environ. Change*, 16(8), 2419-2428, <https://doi.org/10.1007/s10113-016-0968-5>, 2016.
- 605 Multsch, S., Elshamy, M. E., Batarseh, S., Seid, A. H., Frede, H.-G., and Breuer, L.: Improving irrigation efficiency will be insufficient to meet future water demand in the Nile Basin. *J. Hydrol.: Regional Studies*, 12, 315-30, 2017a.
- Multsch, S., Grabowski, D., Lüdering, J., Alquwaizany, A. S., Lehnert, K., Frede, H.-G., P. Winker, and L. Breuer: A practical planning software program for desalination in agriculture - SPARE:WATERopt, *Desalination*, 404, 121-131, <https://doi.org/10.1016/j.desal.2016.11.012>, 2017b.
- 610 Raskin, P., Gleick, P. H., Kirshen, P., Pontius, R. G. Jr, and Strzepek, K.: Comprehensive assessment of the freshwater resources of the world, Stockholm Environmental Institute, Sweden, pp. 51, 1997.
- Rockström, J., Karlberg, L., Wani, S. P., Barron, J., Hatibu, N., Oweis, T., Bruggeman, A., Farahani, J., and Qiang, Z.: Managing water in rainfed agriculture - The need for a paradigm shift, *Agr. Water Manage.*, 97, 543-550, <https://doi.org/10.1016/j.agwat.2009.09.009>, 2010.
- 615 Rost, S., Gerten, D., Hoff, H., Lucht, W., Falkenmark, M., and Rockström, J.: Global potential to increase crop production through water management in rainfed agriculture, *Environ. Res. Lett.*, 4: 44002, <https://doi.org/10.1088/1748-9326/4/4/044002>, 2009.
- Scarpare, F. V., Hernandez, T. A. D., Ruiz-Corrêa, S. T., Picoli, M. C. A., Scanlon, B. R., Chagas, M. F., Duft, D.G., de Fatima Cardoso, T.: Sugarcane land use and water resources assessment in the expansion area in Brazil, *J. Clean. Prod.*, 133, 620 1318-1327, 2016.
- Siebert, S. and Döll, P.: Quantifying blue and green virtual water contents in global crop production as well as potential production losses without irrigation, *J. Hydrol.*, 384,198-217, 2010.
- Sparovek, G., Barretto, A. G. O. P., Matsumoto, M., and Berndes, G.: Effects of governance on availability of land for agriculture and conservation in Brazil, *Environ. Sci. Technol.*, 49, 10285-10293, 2015.
- 625 Spera, S. A., Galford, G. L., Coe, M. T., Macedo, M. N., and Mustard, J. F.: Land-use change affects water recycling in Brazil's last agricultural frontier, *Glob. Change Biol.*, 22, 3405-3413, <https://doi.org/10.1111/gcb.13298>, 2016.
- Spera, S. A.: Agricultural intensification can preserve the Brazilian Cerrado: Applying lessons from Mato Grosso and Goiás to Brazil's last agricultural frontier, *Trop. Conserv. Sci.*, 10, 1-7, <https://doi.org/10.1177/1940082917720662>, 2017.

- Strassburg, B. B. N., Latawiec, A. E., Barioni, L. G., Nobre, C. A., da Silva, V. P., Valentim, J. F., Vianna, M., and Assad, E.D.: When enough should be enough: Improving the use of current agricultural lands could meet production demands and spare natural habitats in Brazil, *Global Environ. Chang.*, 28, 84-97, 2014.
- Strassburg, B. B. N., Brooks T., Feltran-Barbieri R., Iribarrem A., Crouzeilles R., Loyola R., Latawiec A.E., Oliveira Filho F.J., de M. Scaramuzza, C.A., Scarano, F.R., Soares-Filho, B., and Balmford, A.: Moment of truth for the Cerrado hotspot, *Nat. Ecol. Evol.*, 1(4): 0099, DOI:10.1038/s41559-017-0099, 2017.
- Tomasella, J., Hodnett, M. G., and Rossato, L.: Pedotransfer functions for the estimation of soil water retention in Brazilian soils, *Soil Sci. Soc. Am. J.*, 64, 327-38, 2000.
- UN: Comprehensive assessment of the freshwater resources of the world. Report of the Secretary General, Report E/CN.17/1997/9, New York, NY, United Nations, 1997.
- Van Genuchten, M.T.: A closed form equation for predicting the hydraulic conductivity of unsaturated soils, *Soil Sci. Soc. Am. J.*, 44, 892-898, 1980.
- Vanham, D., Hoekstra, A. Y., Wada, Y., Bouraoui, F., de Roo, A., Mekonnen, M. M., van de Bund, W.J., Batelaan, O., Pavelic, P., Bastiaanssen, W.G.M., Kummu, M., Rockström, J., Liu, J., Bisselink, B., Ronco, P., Pistocchi, A., and Bidoglio, G.: Physical water scarcity metrics for monitoring progress towards SDG target 6.4: An evaluation of indicator 6.4.2 “Level of water stress”, *Sci. Total Environ.*, 613-614, 218-232, <https://doi.org/10.1016/j.scitotenv.2017.09.056>, 2018.
- VanWey, L. K., Spera, S., de Sa, R., Mahr, D., and Mustard, J. F.: Socioeconomic development and agricultural intensification in Mato Grosso, *Philos. T. R. Soc. A*, 368: 20120168, <https://doi.org/10.1098/rstb.2012.0168>, 2013.
- Wriedt, G., Van der Velde, M., Aloe, A., and Bouraoui, F.: Estimating irrigation water requirements in Europe, *J. Hydrol.*, 373, 527-544, 2009.
- Xavier, A. C., King, C. W., and Scanlon, B. R.: Daily gridded meteorological variables in Brazil (1980–2013), *Int. J. Climatol.*, 36, 2644-2659, <https://doi.org/10.1002/joc.4518>, 2016.



## TABLES

655 **Table 1. Data used in this study and respective sources (Note: \*Brazil is administratively divided into 5,565 municipalities; \*\*For hydrological analyses, Brazil is subdivided into 166,842 catchments).**

<b>Data type</b>	<b>Source</b>	<b>Spatial scale</b>
Climate data	Xavier et al. (2016)	0.25°x0.25°
Soil data	Hengl et al. (2014)	1 km
Crop production	IBGE (2012) Produção Agrícola Municipal (PAM)	Municipality*
Crop coefficients (see <a href="#">Supporting Information STable A1</a> )	<del>Hernandes et al. (2014)</del> ; Allen et al. (1998); <a href="#">Hernandes et al. (2014)</a>	-
Planting and harvesting date (see <a href="#">Supporting Information STable A2</a> )	Conab (2015)	-
Surface water supply	ANA (2016)	Catchment**
Extent of irrigated areas	IBGE (2012) Produção Agrícola Municipal (PAM)	Municipality*
Fraction of irrigated area per crop	IBGE (2006) Censo Agropecuário	Municipality*

Table 2. Crop water balance and water consumption of rainfed and irrigated crops in Brazil for the year 2012.

	Crop	ET <sub>act</sub> [mm]	P <sub>eff</sub> [mm]	IRR [mm]	Cropping area [ha]	Green water [km <sup>3</sup> a <sup>-1</sup> ]	Blue water [km <sup>3</sup> a <sup>-1</sup> ]
rainfed	<i>Vigna</i> spp. 1 <sup>st</sup>	244	648		6,097	0.010	
	<i>Phaseolus</i> spp. 1 <sup>st</sup>	244	648		799,232	1.824	
	Cotton	447	954		1,315,585	5.643	
	Cassava	443	1,114		1,491,520	5.864	
	Corn 1 <sup>st</sup>	438	975		6,613,805	31.076	
	Soybean	355	823		23,692,402	92.524	
	<i>Vigna</i> spp. 2 <sup>nd</sup>	214	389		6,097	0.009	
	<i>Phaseolus</i> spp. 2 <sup>nd</sup>	214	389		799,232	1.593	
	Corn 2 <sup>nd</sup>	328	477		6,613,805	21.534	
	Wheat	310	406		1,827,587	6.066	
	<i>Vigna</i> spp. 3 <sup>rd</sup>	154	229		6,097	0.008	
	<i>Phaseolus</i> spp. 3 <sup>rd</sup>	154	229		799,232	0.913	
	Rice	462	956		1,652,877	7.754	
	Sugarcane	925	1,574		8,143,700	70.145	
		<b>Subtotal</b>				<b>53,767,270</b>	<b>244.963</b>
irrigated	<i>Vigna</i> spp. 1 <sup>st</sup>	299	648	138	770	0.001	0.002
	<i>Phaseolus</i> spp. 1 <sup>st</sup>	299	648	138	99,053	0.218	0.124
	Cotton	592	954	216	66,322	0.248	0.175
	Cassava	565	1,114	183	189,305	0.684	0.489
	Corn 1 <sup>st</sup>	532	975	206	438,283	2.041	0.459
	Soybean	432	823	180	1,176,186	4.630	0.875
	<i>Vigna</i> spp. 2 <sup>nd</sup>	276	389	106	770	0.001	0.001
	<i>Phaseolus</i> spp. 2 <sup>nd</sup>	276	389	106	99,053	0.174	0.115
	Corn 2 <sup>nd</sup>	494	477	245	438,283	1.272	0.619
	Wheat	514	406	291	58,916	0.193	0.036
	<i>Vigna</i> spp. 3 <sup>rd</sup>	260	229	159	770	0.001	0.001
	<i>Phaseolus</i> spp. 3 <sup>rd</sup>	260	229	159	99,053	0.111	0.143
	Rice	623	956	236	753,691	3.220	2.342
	Sugarcane	1,508	1,574	644	1,507,080	12.386	9.979
		<b>Subtotal</b>				<b>4,927,531</b>	<b>25.181</b>
	<b>Total</b>				<b>58,694,801</b>	<b>270.145</b>	<b>15.360</b>

**Table 3. Crop water balance and water consumption of rainfed and irrigated crops in the Cerrado region.**

	<b>Crop</b>	<b>ET<sub>act</sub> [mm]</b>	<b>P<sub>eff</sub> [mm]</b>	<b>IRR [mm]</b>	<b>Cropping area [ha]</b>	<b>Green water [km<sup>3</sup> a<sup>-1</sup>]</b>	<b>Blue water [km<sup>3</sup> a<sup>-1</sup>]</b>
rainfed	<i>Vigna</i> spp. 1 <sup>st</sup>	285	607		534	0.001	
	<i>Phaseolus</i> spp. 1 <sup>st</sup>	285	607		240,816	0.681	
	Cotton	419	700		1,232,061	5.226	
	Cassava	498	997		228,505	0.980	
	Corn 1 <sup>st</sup>	477	793		2,854,404	14.000	
	Soybean	402	724		12,081,675	49.685	
	<i>Vigna</i> spp. 2 <sup>nd</sup>	204	265		534	0.001	
	<i>Phaseolus</i> spp. 2 <sup>nd</sup>	204	265		240,816	0.493	
	Corn 2 <sup>nd</sup>	274	273		2,854,404	9.456	
	Wheat	211	144		95,376	0.270	
	<i>Vigna</i> spp. 3 <sup>rd</sup>	102	82		534	0.000	
	<i>Phaseolus</i> spp. 3rd	102	82		240,816	0.249	
	Rice	483	816		533,050	2.560	
	Sugarcane	813	1,179		4,136,773	35.580	
					<b>24,740,298</b>	<b>119.182</b>	
irrigated	<i>Vigna</i> spp. 1 <sup>st</sup>	312	607	553	95	0.000	0.000
	<i>Phaseolus</i> spp. 1 <sup>st</sup>	312	607	553	39,378	0.110	0.016
	Cotton	624	700	2,606	60,942	0.231	0.156
	Cassava	591	997	1,175	29,508	0.135	0.047
	Corn 1st	565	793	1,349	237,558	1.164	0.167
	Soybean	454	724	892	759,294	3.145	0.216
	<i>Vigna</i> 2 <sup>nd</sup>	285	265	1,149	95	0.000	0.000
	<i>Phaseolus</i> spp. 2 <sup>nd</sup>	285	265	1,149	39,378	0.074	0.035
	Corn 2 <sup>nd</sup>	507	273	3,170	237,558	0.703	0.359
	Wheat	530	144	4,165	13,109	0.033	0.020
	<i>Vigna</i> spp. 3 <sup>rd</sup>	268	82	2,149	95	0.000	0.000
	<i>Phaseolus</i> spp. 3 <sup>rd</sup>	268	82	2,149	39,378	0.041	0.056
	Rice	627	816	1,703	72,836	0.389	0.050
	Sugarcane	1,577	1,179	8,040	783,690	6.575	4.530
					<b>2,312,915</b>	<b>12.60</b>	<b>5.65</b>
				<b>Total</b>	<b>27,053,214</b>	<b>131.78</b>	<b>5.65</b>

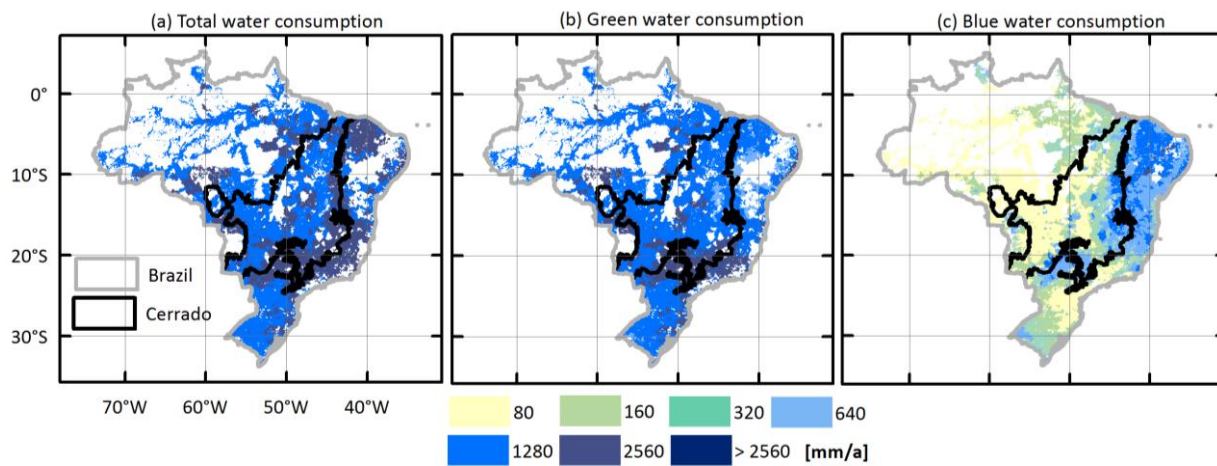
**Table 4. Extent of current and potential irrigated areas under various scarcity levels for the reference and expansion scenario.**

	<i>Reference scenario</i>				<i>Expansion scenario</i>			
	Irrigated areas - target blue water scarcity				Potentially irrigated areas - target blue water scarcity			
	Without	<del>Excellent</del> <u>Acceptable</u>	Comfortable	Worrying	Without	<del>Excellent</del> <u>Acceptable</u>	Comfortable	Worrying
	t	le	e	g	t	le	e	g
	Mha							
<del>Excellent</del> <u>Acceptable</u>	1.49	1.49	1.49	1.49	11.69	11.69	11.69	11.69
Comfortable	0.32	0.23	0.32	0.32	3.71	2.62	3.71	3.71
Worrying	0.38	0.13	0.27	0.38	4.14	1.35	2.89	4.14
Critical	0.47	0.08	0.17	0.34	4.02	0.58	1.32	2.87
Very critical	1.63	0.06	0.13	0.25	22.00	0.44	1.07	2.5
Total	4.29	1.99	2.38	2.78	45.56	16.68	20.68	24.89

665

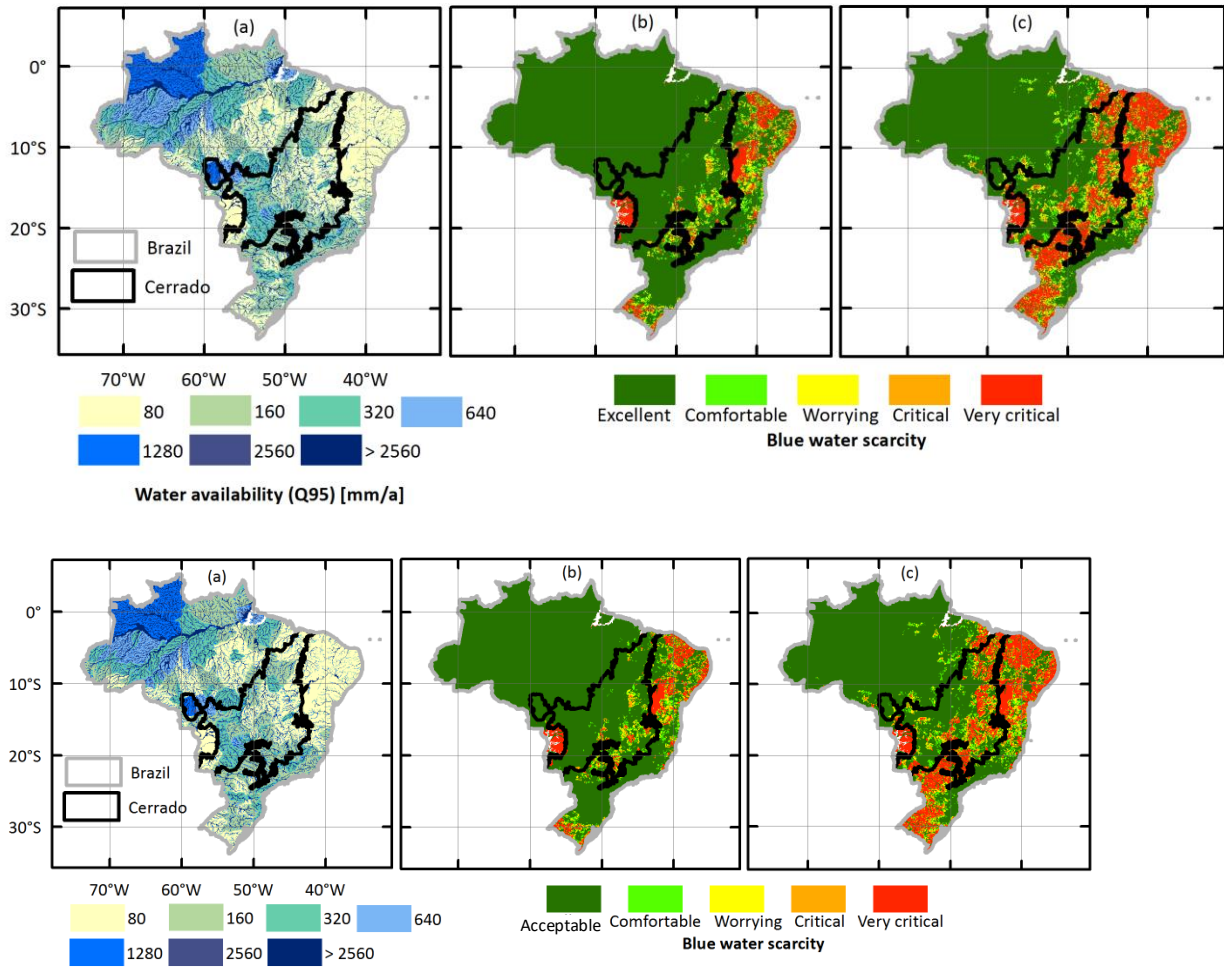
## FIGURES

670



**Figure 1. Spatial distribution of the water consumption in crop production in Brazil for the crops considered in this study: (a) total, (b) green and (c) blue water consumption. The black line delimits the Cerrado region.**

675



680 **Figure 2. Water scarcity of 166,844 catchments across Brazil. (a) Annual average water availability Q95. (b) Blue water scarcity classification of irrigated areas. (c) Blue water scarcity classification of rainfed areas when irrigated. The black line delimits the Cerrado region.**

|

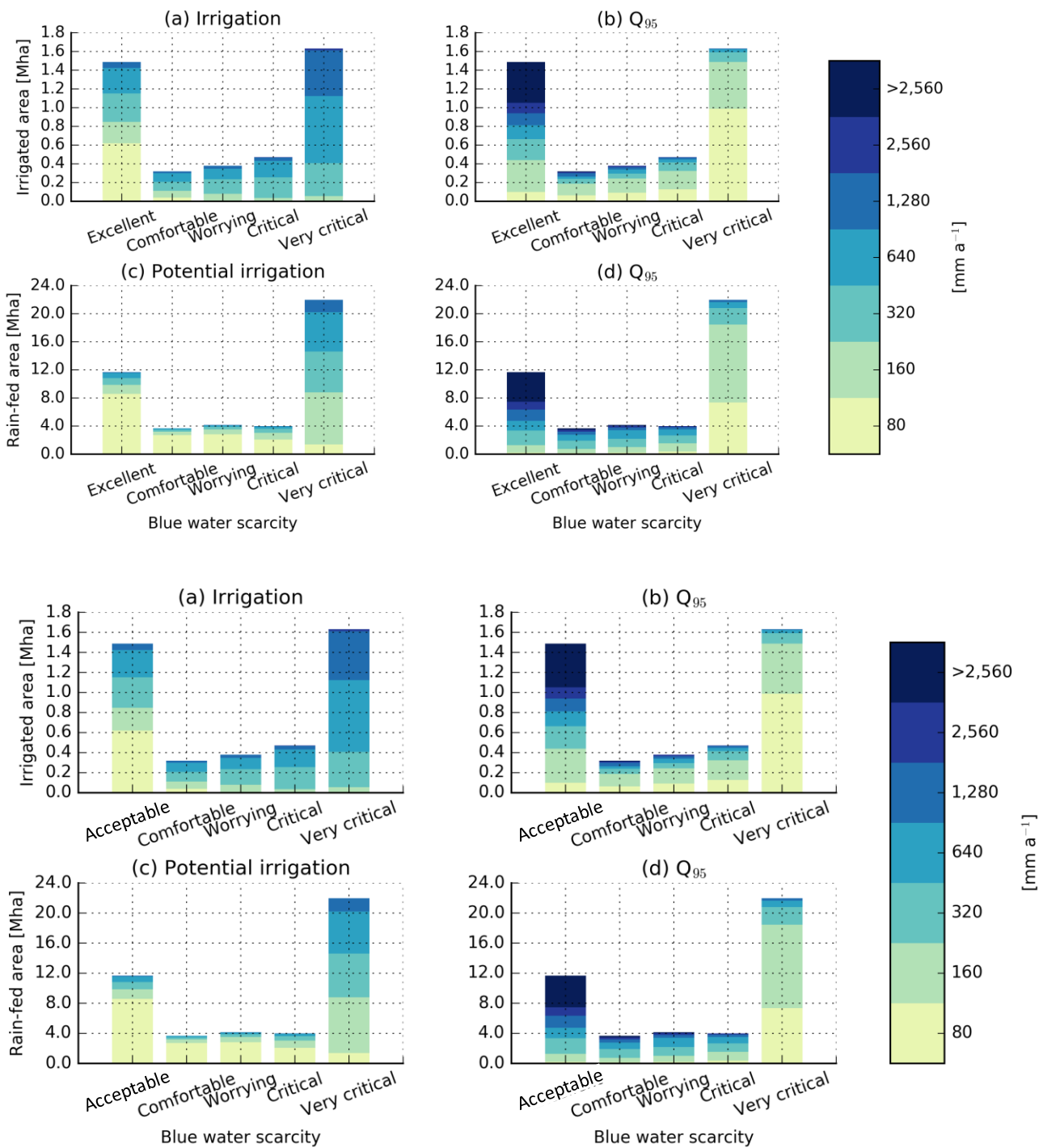
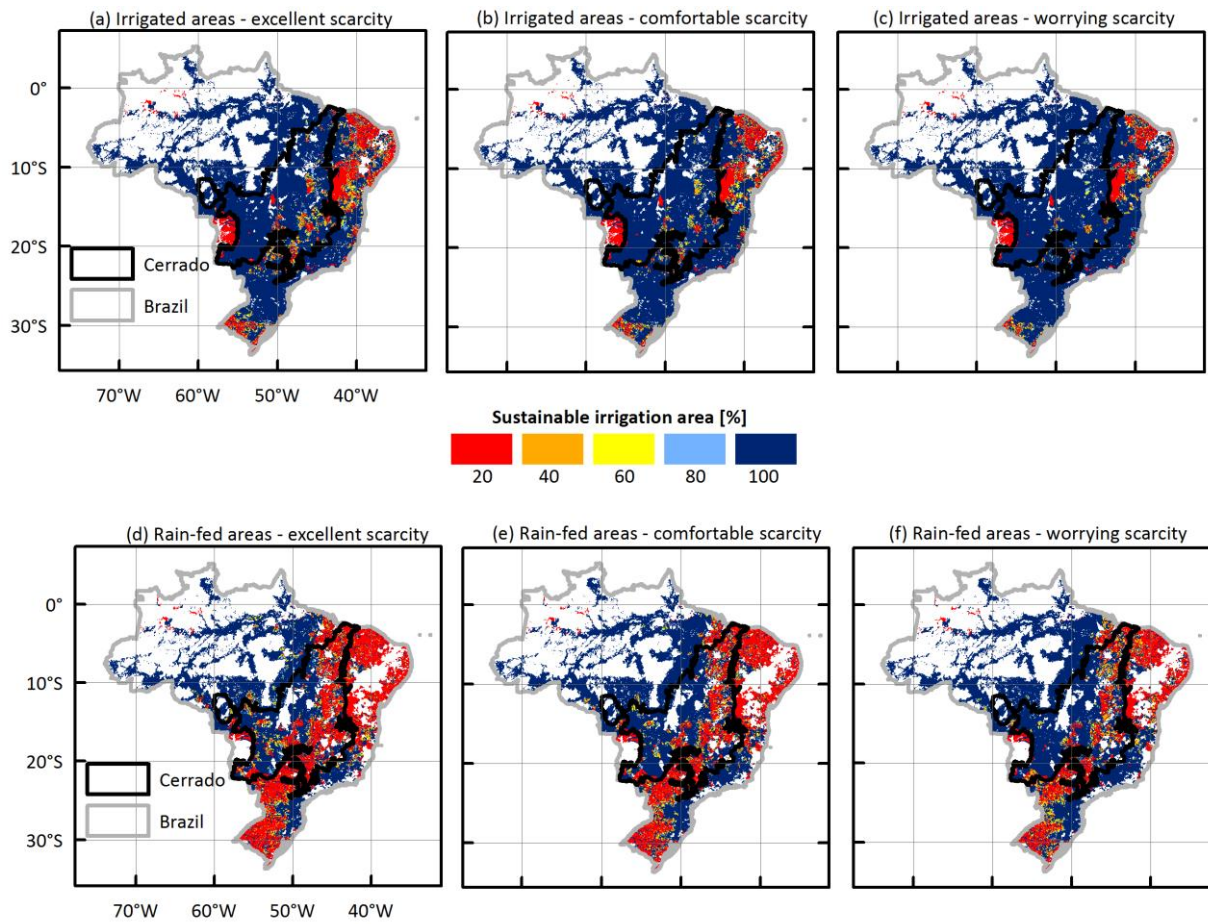


Figure 3. Classification of blue water consumption (a, c) and blue water availability (b,d) for irrigated areas (a,b; 4.29 Mha) and potential irrigated areas (c,d; 45.56 Mha) according to blue water scarcity levels.









690

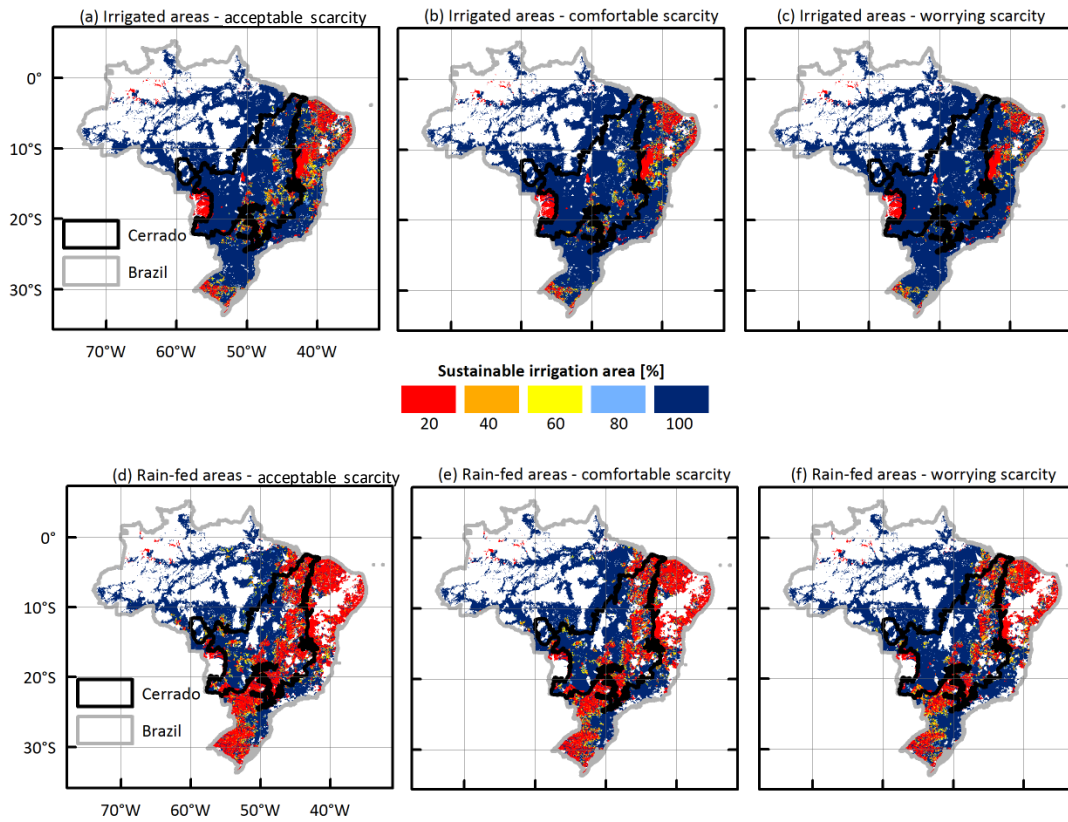


Figure 4. Fraction of current irrigated areas (a,b,c) and potentially irrigated areas (d,e,f) which can be sustainable irrigated according to a target blue water scarcity level of ~~excellent~~-acceptable (a,d), comfortable (b,e) and worrying (c,f).