

# Modelling Ethanol Supply, Demand and Price in the Brazilian Macro Economy

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## Abstract

*The Brazilian program for sugarcane ethanol has been greatly successful since its inception about 40 years ago. But the road has been bumpy and today there are still major problems with price, supply and demand stability. This paper describes a research with the objective to propose policies by the government to stabilise and foster the Ethanol market in Brazil. The policies are tested by simulation. For that purpose a system dynamics model was built and calibrated to mimic the industry. Once the model is considered robust, it is used to test several proposed policies under different macroeconomic scenario forecasts. Historical evidence and the simulations suggest that the dynamics in the system are highly important in defining prices and other important variables. Shifts in sugar and gasoline prices have big short term and delayed influence in the ethanol market dynamics. The effects of long term dynamics are mixed with several short and long term cycles typical of commodities markets and the combination increases complexity exponentially. Simulation can be a crucial tool for understanding causality and planning sound policies for the medium to long terms.*

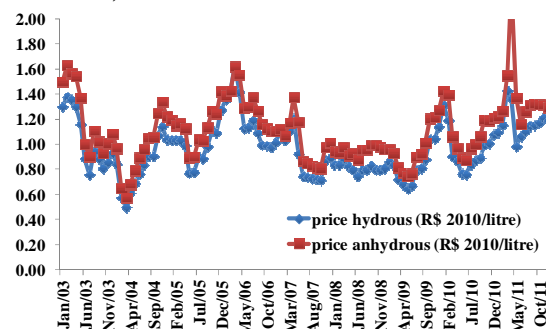
## 1. Problem and Purpose

In the 1970s Brazil started a national program for sugarcane ethanol. As the technology evolved, ethanol produced from sugarcane was added to gasoline in an increasing proportion (fixed by the government). In 1979 the industry started producing ethanol vehicles, boosting the market still further (Moreira & Goldemberg, 1999); (Martines-Filho et al, 2006).

During the month of may in 2011 several reports on the news in Brazil were discussing how ethanol prices had fallen more than 14% in the preceding three weeks. Other reports speculated that the big instabilities on price were expected to continue to happen. Some weeks before, protests were taking place as fuel prices kept soaring to a record high. At least three editorial texts related to this crisis were found in one of the biggest newspapers in the country during this month, what shows how worried the public was with the problem (Folha de Sao Paulo, 1994-2012).

The volatility in prices was mentioned as a serious issue that leads to lack of trust in the energy matrix and undermines companies and consumers' confidence leading to a decreased level of investments which may affect the whole macroeconomic productivity and growth. Figure 1 shows the evolution of prices for ethanol since 2003, where the volatility is clear.

**Figure 1. Ethanol wholesale prices evolution (R\$ 2010/litre)**



Source: CEPEA (2012), corrected with IGP-DI

Several causes for the instability in prices are mentioned, what shows how intricate the problem is: first there is a natural oscillation on sugarcane harvests; there are no big regulatory inventories; the demand has grown sharply; the fleet of "flex" cars (that run either with gasoline or ethanol) has grown greatly and is expected to keep growing; gasoline affects demand for ethanol and has a regulated price, with a big influence from the gigantic state owned Petrobras; sugar prices are rising (also oscillating) and that has a big influence on supply, as the mills can decide to produce either ethanol or sugar. The critiques in the media are obviously also directed towards the government and the lack of strategic planning for the sector.

The bio-fuel industry is considered highly strategic for Brazil, even after new oil fields were discovered. A considerable part of the goal for reducing greenhouse gases emissions in Brazil depends on the use of ethanol, as its production cancels out the vehicles emission due to carbon sequestration in the crops<sup>1</sup>. Concerns on sustainability, climate change and all the instabilities related to petroleum supply also contribute to increase ethanol's importance as an alternative fuel not only for Brazil but for many countries (Goldemberg, 2007). But even with this importance, the market has not being able to self regulate to a satisfactory level, and the supply is now threatened even for domestic consumption, not to mention for exports. In 2011 Brazil actually had to import a large volume of ethanol (CANAOSTE, 2011).

The problem with unstable supply and price volatility is highly complex. The ethanol itself is a commodity that behaves as other similar products, with a price being defined in a national market, the demand depending on several factors, mainly connected to economic activity and the supply depending on long term expectations of price and with long time constants. That would cause oscillations by itself, but apart from that this market also depends on other commodities such as gasoline and sugar, both also inserted in highly complex markets. This complexity makes this a highly suitable problem to be approached using system dynamics. Several studies of this market have been published but few consider the dynamics of inventories and delays through the system and the short to long term trends on those variables. Because those dynamics can be highly important, System Dynamics has the potential to deliver a very innovative view on the problem.

Because a system dynamics model would have several possible uses for different stakeholders, this study focuses on the Brazilian government (or the Energy Secretary) as a client. The concrete objective is to generate recommended policies for the government to stabilize and foster the ethanol market in Brazil by developing a calibrated system dynamics model of the related industries and simulating it against possible policies and macroeconomic scenario forecasts. The model should explain how and why ethanol production and prices have evolved as they did in the past and should simulate possible future scenarios for the market.

This paper is organized as follows: section 2 presents a comprehensive definition of the market, variables of interest, related industries, players etc. This section also discusses the problem, its causes and consequences more deeply; section 3 presents the model structure. Section 4 describes the model analysis and calibration process. Section 5 will use the calibrated model to analyse possible policies under different scenarios and to give recommendations based on the analyses. Finally, section 6 will present the conclusions, limitations of the model and suggestions for continued research.

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<sup>1</sup> Estadão (2012): <http://www.estadao.com.br/noticias/vidae,brasileiro-abastece-mais-com-gasolina-e-afeta-metas-de-mudancas-climaticas,844011,0.htm>

## 2. The Ethanol market

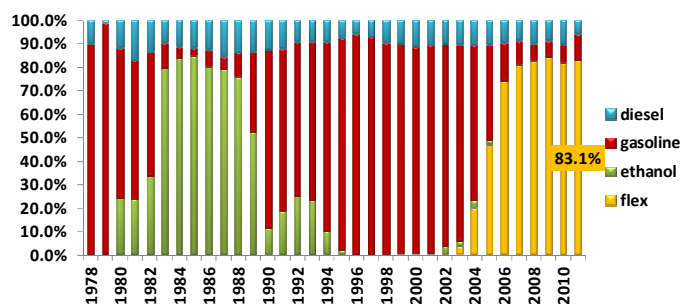
Brazil has produced sugarcane since the 17th century and sugar was the country's first large scale economic activity. In the 1970s, as a response to rising oil prices, the National Programme for Ethanol (PROALCOOL in Portuguese) was launched to promote the use of ethanol as an alternative fuel (Moreira & Goldemberg, 1999).

### 2.1. Demand

Ethanol is used in two forms: hydrous ethanol is used purely in vehicles designed specifically for this kind of fuel, while anhydrous ethanol is mixed with gasoline. In the beginning of the PROALCOOL, ethanol was used exclusively as the anhydrous variety. In 1979 the first ethanol vehicles (that run on pure hydrous ethanol) started being produced and demand for ethanol soared throughout the 1980s.

But the market for ethanol vehicles did not hold (see Figure 2). The demand for ethanol cars diminished drastically at the beginning of the 1990s and was practically nonexistent by the middle of the decade.

**Figure 2. Distribution of vehicles licensed in Brazil by fuel type from 1978 to 2011**



Source: (ANFAVEA, 2012)

The reasons for the slash on demand are various. Martines-Filho et.al (2006) mention the lower price of oil and a change in government policy as possible causes. Goldemberg (2008) mentions lack of guarantee for the ethanol supply and a shortage in 1990 that ignited a crisis. One can also speculate that the market was being sustained only by heavy incentives that were cut when economic conditions became adverse.

Regardless of this specific case, any attempt to interfere with markets like this carries the challenge of convincing consumers to shift and suppliers to invest. Consumers have to trust on the long run stability of the supply and prices and suppliers have to trust there will be demand. The process has to be kick started, most probably by the central government, but this promotion is expected to be difficult, expensive and prone to failing. Sterman (2010) shows this type of problem has happened in different countries for similar reasons. Keeping the market confident is not an easy task when it is being sustained by heavy subsidies that may disappear eventually.

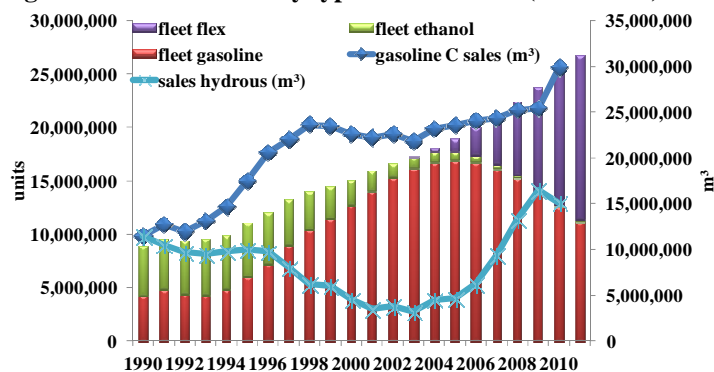
This challenge was overtaken later on in Brazil with the introduction of the flex-fuel vehicles. Flex-fuel is a new technology that allows vehicles to run with any blend of gasoline and (hydrous) ethanol (Goldemberg, 2008). That eliminates the trust issue: if the price and supply for ethanol are unstable the consumer can immediately shift to gasoline. The decision is now made at the pump each time the tank needs to be topped up. There is no more long term commitment to one single fuel.

The results have been highly positive (see Figure 2). The demand for flex-fuel vehicles soared throughout the 2000s. By the end of 2011, more than 80% of all vehicles sales were of flex-fuel (close to 90% for light vehicles) and they already represented more than 50% of the fleet, which contributed to boost the ethanol and sugarcane market.

It is important to point out that a large fleet of flex vehicles does not necessarily translates into high demand for ethanol as these cars can run on 100% gasoline<sup>2</sup>. With the consolidation of flex cars on the fleet, the demand for hydrous ethanol will be fundamentally connected to that of gasoline and the relative price of both fuels will steer the demand. Ethanol delivers ca. 70% of the efficiency of gasoline, hence the consumer should expect a proportionately smaller price (per volume) for it (Ferreira et al, 2009).

Figure 3 shows the Brazilian fleet for non-commercial vehicles<sup>3</sup> and fuel sales (assumed equal to consumption). It suggests that hydrous ethanol consumption is not entirely related to the size of the flex fleet (see year 2010, for instance).

**Figure 3. Brazilian fleet by type and fuel sales (1990-2010)**



source: (ANFAVEA, 2012); (ANP, 2011)

It is also visible that consumption can decrease even with a growing fleet as around the years 2000 and 2001. Those years saw a considerable increase in prices which influenced the demand negatively. Together with prices, income can also have an important influence on consumption (Dahl & Sterner, 1991). Another important parameter is the average efficiency of the vehicles (e.g. in Km/litre). The higher the efficiency the lower the consumption (Schünemann, 2007).

The parameters discussed so far are concerned with the increase in hydrous ethanol consumption. Nevertheless the demand is not exclusively driven by hydrous ethanol. An important chunk of the demand comes from anhydrous ethanol which has to be mixed to gasoline in a proportion fixed by the government. That demand kept the mills running even when the fleet of ethanol vehicles shrunk. The government actually uses this ratio as an instrument to regulate the market. Lately the anhydrous fraction has been close to 25%, but it has changed in several occasions in the past. In 1990, for instance, after a shortage crisis, the share was cut from close to 22 to 12%, and also in 1996. At the end of 2011 there was another threat of shortage and the fraction was cut from 25 to 20%<sup>4</sup> while the minimum was cut from 20 to 18%, indicating the possibility of additional future cuts<sup>5</sup>.

While it can be a good mechanism to adjust demand and avoid shortage crisis in the short run, the control by the government can also be dangerous to the market if it sends wrong signals. In 1996, for instance, after the big cut in the ratio of anhydrous ethanol, the industry replaced it with MTBE (Methyl tert-butyl ether) as an additive to gasoline. Before that Methanol had also been used. The replacement raised a big concern that it would be permanent (Leite, 1996). This type of concern may trigger a crisis in the

<sup>2</sup> That is gasoline "C" which contains added anhydrous ethanol as discussed ahead.

<sup>3</sup> The fleet is a rough estimate based on data for the number of licensed vehicles of each type per year (ANFAVEA, 2012) and considering an average life of 14 years, after which the cars are scrapped. The results for the years 2009 and 2010 are close to the estimates from ANFAVEA itself. The governmental agency DENATRAN also provides fleet data but they are overly inflated with very old licensed vehicles that are probably scrapped since many years (Losekann & Vilela, 2010).

<sup>4</sup> <http://www1.folha.uol.com.br/mercado/967193-mistura-de-etanol-cai-para-20-a-partir-de-1-de-outubro.shtml>

<sup>5</sup> For the current gasoline engines there is a limitation of about 25%, above which the engines would be damaged.

industry as investors gradually lose trust on the stability of future demand and, because of this lack of confidence, the market forecasts lower capacity and a bigger necessity to shift to substitute products (a self-fulfilling prophecy). The demise of the market may be the result of confidence erosion on both sides feeding a reinforcing feedback loop.

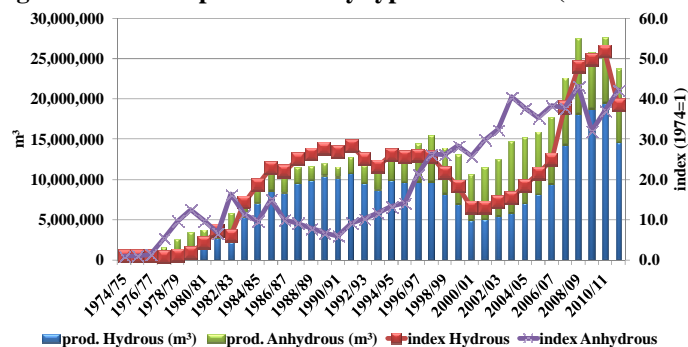
Fortunately for the industry that did not happen in Brazil. Anhydrous ethanol was consolidated as the gasoline additive and the demand for hydrous ethanol was revived with the flex-fuel vehicles as discussed before. The last, and of increasing importance, chunk of demand comes from net exports. The industry was seeking to expand abroad and that indeed happened along the 2000s. But starting in 2009 the exported volume shrunk and the country had to import a large volume in 2011. The slash in exported volume did not happen only due to diminishing external demand (even though the appreciation of the real did make it more expensive), but mostly due to a shortage in supply where the important bottleneck is located now.

## 2.2. Supply

The production process starts with the sugarcane harvest. Once harvested the sugarcane is perishable and has to be transported and crushed rapidly, otherwise it will lose its usable sucrose. The harvest can be manual or mechanical. Manual harvests require that the crop be burnt beforehand. There is a trend in Brazil to replace most of manual harvests, at least in the south-central region. Once it arrives at the mill, the sugarcane is washed and crushed. The juice can then be destined for sugar or ethanol production. For the ethanol process the first product of the fermentation is hydrous ethanol which contains 4% more water than anhydrous ethanol. Hydrous ethanol is then dehydrated to produce anhydrous ethanol with 99.6 Gay-Lussac (GL). The whole production process takes about one day (UNICA, 2012).

Figure 4 shows the evolution of the total production of hydrous and anhydrous ethanol. The lines represent indices relative to the 1974 production. By 2011 production of both types had grown about 40 times, showing a considerable success of the program.

**Figure 4. Ethanol production by type and indices (1974 to 2011)<sup>6</sup>**



source: (Brazil, Min. of Agriculture, 2007); (UNICA, 2012); (CONAB, 2011)

In the beginning the curves show how the anhydrous variety starts ahead until the pure ethanol vehicles start pulling the demand for hydrous ethanol. The production of the hydrous variety then grows substantially but with diminishing strength until the beginning of the 1990s when the demand from ethanol vehicles halts as we saw previously. As the pure ethanol vehicles gradually leave the fleet the production of hydrous ethanol plummets, but the fall in total production is not so abrupt thanks to the demand for anhydrous ethanol that is now being added to gasoline in a proportion bigger than 22% after 1996. The production of hydrous ethanol then recovers from the beginning of the 2000s with the introduction of flex-fuel vehicles and also with the growth in exported volumes. But then again in 2011 there is a major fall in hydrous

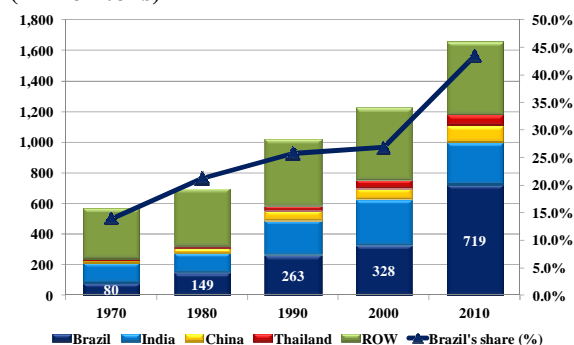
<sup>6</sup> Time is shown in harvest season (starting on April of one year and ending on March of the next) instead of years.

ethanol production. The fall is caused by a bottleneck in supply and not by lack of demand. As the inventories deplete, the market price for hydrous ethanol starts increasing and the demand responds fast due to the flex vehicles.

Curiously, as the demand for hydrous ethanol falls, the demand for anhydrous ethanol grows proportionately via the increased demand for gasoline (ANP, 2011). This mechanism creates a localized reinforcing dynamic: the bigger the hydrous price, the lower its demand and the higher the demand for gasoline and anhydrous ethanol, which drains yet further the hydrous inventory and further pressures its price. The ethanol prices were pressured since 2010 and on top of that the production fell considerably in 2011, which lead to an even bigger pressure and a massive migration of the consumption to gasoline. But what is causing the drop in supply?

The total sugarcane production in Brazil has grown nine fold since 1970 and especially in the last decade. By 2010 Brazil was the largest global producer, accounting for more than 40% of worldwide production (see Figure 5). The increase in production is the result of both an increase in the harvested area and in productivity. Productivity depends on technology, on random factors (especially weather) and on the average age of the crop.

**Figure 5. Worldwide sugarcane production (million tons)**

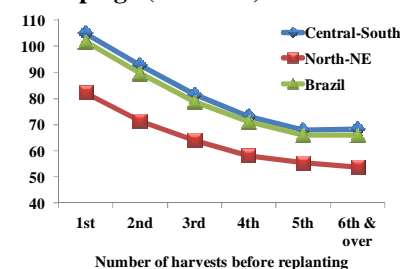


Source: (FAO, 2012)

Technology is related to the accumulated learning, or the experience curve (Bake et al, 2009) and its expected effect is to continually increase the productivity with time (knowledge can also depreciate, but presumably very slowly). But the aging and random effects may cause the productivity to oscillate.

Sugarcane can be harvested several times before it has to be planted again. On average the replanting takes place every 6 years in Brazil (Andrade, 2012). If it is replanted often it will potentially yield a higher productivity. Figure 6 shows an estimate of land productivity varying negatively with the age of the crop. The total average productivity on this setup was 81.4 tonnes/ha. The chart also shows different curves for the north-northeast and central-south regions.

**Figure 6. Land productivity according to crop age (tonne/ha)**



source: (CONAB, 2008)

The south is more technologically advanced and has better climate, which translate into a considerably higher productivity. By 2010 the central-south region was responsible for ca. 86% of the area and 90% of the sugarcane production in Brazil (CONAB, 2011). The maximum theoretical productivity is 280 tonnes/ha/year (Duke, 1983) which means that there is still room for improvement. Nevertheless, for the 2011/12 harvest the forecast for land productivity was lower than 70 tonnes/ha in the central-south region, a drop of almost 20% relative to the historical average. The drop was attributed to the aging of the crops and bad weather conditions (CANAOSTE, 2011).

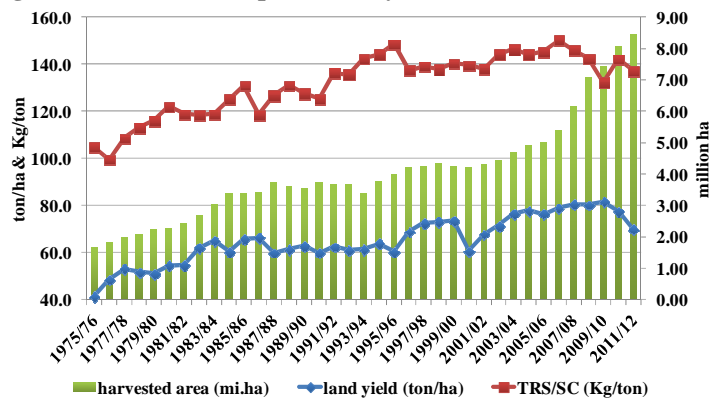
Apart from the land productivity there is also the sugarcane productivity. Once harvested the sugarcane may yield different amounts of usable sucrose to be transformed in sugar or ethanol. This exploitable amount is called Total Recoverable



Sugar (TRS)<sup>7</sup>. TRS also depends on technology, or the experience curve (Goldemberg, 2008) and the yield has grown considerably since the inception of the PROALCOOL: from less than 100 Kg per tonne of sugarcane in 1977 to close to 150 Kg/tonne in 2006/07 (UNICA, 2012). But this yield too can oscillate and it has been falling in the last years.

Figure 7 shows the evolution of land used by the sugar and ethanol industry and the calculated productivities (land yield and Kg of TRS per tonne of sugarcane). The curves are roughly estimated as they gather data from different sources. The harvested area used by the sugar and ethanol industry in recent crops are available from the National Supply Company (CONAB, 2011)<sup>8</sup>.

**Figure 7. Land use and productivity (1075-2011)**



source: (Brazil, Ministry of Agriculture, 2007); (UNICA, 2012); (FAO, 2012); (CONAB, 2011)

The land use for previous years was estimated based on the yearly growth rates provided by FAO<sup>9</sup>. Production data is available from the Ministry of Agriculture and UNICA. The curves show a long term gain in productivity, but apparently there is a persistent loss in land and sugarcane productivity in the last years. The aging of the crops and the influence of the weather have been extensively mentioned in reports accounting for the lost productivity (CONAB, 2011). The weather is exogenous to the system, but the aging crops may be caused by the system itself (lack of investments, pressure to produce etc.).

Another important factor determining supply is the mills capacity, or the total capacity for processing sugarcane. Most of the capacity in Brazil is from multipurpose mills, that is, they can produce both sugar and ethanol. Another particularity is that the Brazilian mills own a big share of the sugarcane crops (typically close to 70%) so the supply chain is strongly integrated (CONAB, 2008). In the 2007/08 season a total of 343 units offered a total capacity of 551 million tons/year of which 88.6% were in use (CONAB, 2008). By 2012 there were 425 units with a total capacity close to 700 million tons/year of which 16% were idle (Brazil, Ministry of Agriculture, 2012).

### 2.2.1. The sugar market

Together with the sugarcane yield and the mills capacity, demand for sugar is fundamental in defining the supply for ethanol. Sugar is a direct competitor for raw materials and capacity. For the mills the decision to produce one or the other is quite flexible. All they have to do is to divert the sugarcane juice to one or the other process (Moreira & Goldemberg, 1999). Brazil has vastly increased its sugar production in the last decade, mostly for the foreign market as its domestic consumption only grows

<sup>7</sup> In Portuguese the term is ATR (*Açúcar total recuperável*)

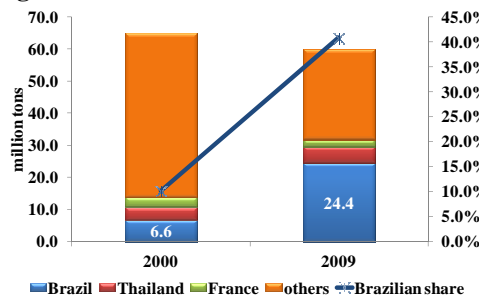
<sup>8</sup> There is also data available from INPE/CANASAT (CANASAT, 2012) obtained from satellite monitoring from 2003 to 2011 (for the central-south region only) but the area is inflated, probably considering all sugarcane not related to the sugar/ethanol production.

<sup>9</sup> FAO data on land and production is also inflated with sugarcane not related to the sugar/ethanol industry.

slowly with the population. From 2000 to 2009 the exported volume grew almost four times and the share went from 10 to more than 40% (Figure 8).

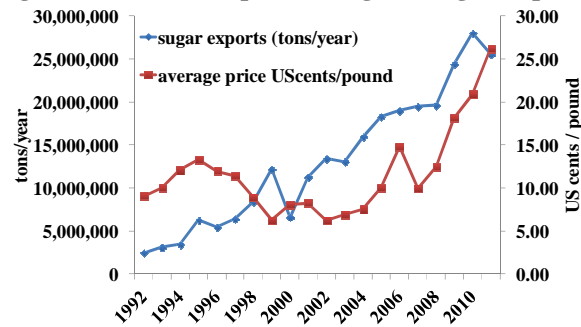
The growth in exported volume in the last years has benefited from an upward trend in global prices (despite the appreciation of the real). Figure 9 suggests that the global market is growing and putting pressure on prices, which also puts pressure on the sugar production, diverting raw materials and capacity from ethanol. It is also apparent that Brazil has now a big influence in the global sugar price. In 2011, for instance, the drop in production seems to have caused the prices to increase even more than the previous trend indicated. The combined effect of the land use, productivities, supply of sugarcane and demand of sugar and ethanol are summarized in Figure 10.

**Figure 8. Worldwide volume of exported sugar.**



Source: (FAO, 2012)

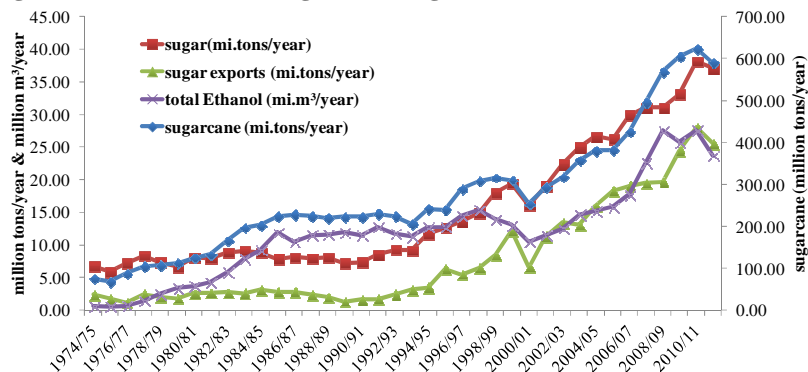
**Figure 9. Brazilian exports of sugar and global prices**



Source: (FAO, 2012);(Index Mundi, 2012)

Apparently the forces driving the enormous growth in sugarcane production are the global demand for sugar and the local demand for ethanol fuelled by the flex vehicles.

**Figure 10. Production of sugarcane, sugar and ethanol (1974-2011)**



source: (Brazil, Ministry of Agriculture, 2007); (UNICA, 2012); (FAO, 2012)

In the last three years, ethanol production stopped growing and all the extra sugarcane is being absorbed by the global sugar market. In 2011 the situation gets even worse with a drop in production (due to the decreased productivity as we saw previously) and then even the exported volume of sugar falls despite the high prices.

### 2.3. Costs

The costs to produce ethanol and sugar have dropped considerably since the inception of the PROALCOOL program. Goldemberg et.al. (2004) use the learning curve concept to analyse the cost reduction from 1980 to 2002. They found that the progress ratio for the prices in US dollars was of 93% until 1985 and 71% until 2002. That means that costs were being reduced in 29% for each doubling of cumulative production.

Bake et.al. (2009) use the same concept to assess cost reduction but they separate feedstock (the sugarcane production) from industrial production costs, which, according to the authors, "would provide more insights into the factors that lowered costs in the past" (page 645). The authors find a progress ratio of 68% for the feedstock and 81% for the industrial costs from 1975 to 2004. According to this study the costs to produce



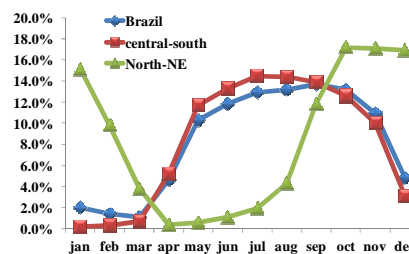
ethanol were US\$340 per cubic meter in 2004 and could reach between US\$200 and US\$260 per cubic meter in 2020. It makes sense to analyze the agricultural costs separately as they have different drivers if compared to industrial costs. The feedstock costs depend mainly on the productivity indices (discussed previously) while industrial costs depend on scale and other learning effects (cost of capital, automation etc.).

Another important technological development is in the use of self generated electricity from the bagasse (the residual from the sugarcane crushing process). Currently the mills produce large amounts of electricity from the bagasse. There is actually a surplus that is sold to the grid increasing the mills potential turnover with yet another byproduct. The generation potential is actually much bigger than used today as new technology may allow the use of the tops and leaves (also called SCAR - Sugarcane agricultural residues) to yield another one third of the energy content per tonne of sugarcane (Pippo et.al., 2011).

## 2.4. Seasonality and prices

All the dynamics of the fuel and sugar markets discussed so far become yet more complicated when we look at the production data through the year. The sugarcane is seasonal and the harvest is mostly done in the dry months. In the central-south region the season is from April to November and in the north from September to March. The combined distribution for the country is very close to the one for the central-south region as it dominates production (see Figure 11).

**Figure 11. Fraction of sugarcane volume harvested each month**



Source: (CONAB, 2010)

This seasonality has an influence on price, though its magnitude is uncertain. A plausible hypothesis for the price behaviour is that it responds to the dynamics of supply and demand via a perceived inventory coverage as is common for commodities (Sterman, 2000). If the level of inventories depletes or grows slower than demand the coverage will start falling. With time the agents in the market perceive this gap and respond by increasing the price (or vice-versa). The size of the gap will depend on a reference value, which can change with time as the economic agents adjust expectations. In this specific market the reference value will probably vary with the season. It is fair to assume that the market will expect a higher level of inventories at the end of the harvest and a much smaller level at the beginning of the next harvest after months of very little production. The cost should also have an influence on the price, especially in the long run. This will be further explored on the model development.

## 2.5. The road ahead

In February, 2012 the ministry of agriculture published a note communicating the government plan to revamp the sector (Brazil, Ministry of Agriculture, 2012). The plan consisted mostly in the financing of sugarcane production with an estimated spend of R\$60 billion in 3 years. The concrete actions involved renovating a large part of the crops in order to increase the productivity (it is mentioned that now the average age of the crops was over the 6th harvest in a large area) and expanding the total crop area. The government also planned to establish a line of credit to be invested in storage capacity so the mills can increase inventories in order to smooth the supply between the harvest

seasons. The policy aimed at creating regulatory stocks belonging to distributors (though they eventually would still be physically located within the mills)<sup>10</sup>.

The industry estimated that an investment of R\$156 billion would be necessary until 2020 in order to increase production to 1.2 billion tonnes of sugarcane and attend the expected demand for sugar and ethanol<sup>11</sup>. One concern related to this expansion is on the available land and the constant threat that the crops will occupy environmental protection areas. The industry claims that all the expansion up to now has been using pasture land and that the delocalized cattle has increased its density instead of (as feared by environmentalists) moving to the north and accelerating deforestation (Goldemberg, 2008). A potential solution for the land issue is the second generation ethanol. With this technology, ethanol can also be produced from the bagasse, which today is used only for electricity generation. The yield of one tonne of sugarcane can almost double and that should add to the capacity without demanding more land.

As for the demand, the internal demand for hydrous ethanol has shrunk with the higher prices, but because the fleet of flex vehicles keeps growing, it can be easily resumed once the prices fall back. The industry may face a drawback with external demand though, as the shortage crisis on the last years may have reduced potential buyers' confidence. Nevertheless there is an ongoing effort, mainly from Brazil and the USA, to create a global market for ethanol in which case anhydrous ethanol would become a commodity with fixed price. That would probably foster the Brazilian export potential.

In summary, the current crisis in the industry can be solved with technological development and with more investments, including resources from the tax payers, in order to boost supply. But the government policy related to the sector may seem dubious: on one side there are announcements of sizeable investments in the ethanol industry, but on the other hand Petrobras (a public company under heavy influence of the central government) keeps gasoline prices artificially low<sup>12</sup>, which has a negative effect on the ethanol market. One concern is that the current public policy may not be particularly interested in fostering the ethanol industry in the long run, but is just using both fuels as instruments to control inflation in the short run.

### 3. The Model

The core of the model consists of the dynamics of the price of ethanol controlling the equilibrium of supply and demand (see Figure 12). The price responds to cost variations and to the inventory coverage, which captures the relationship between supply and demand at each point in time. Many of the concepts related to price and capacity have been adapted from a generic commodities model in Sterman (2000), pages 798 to 824.

The white boxes in the diagram represent different sectors, or submodels (not stocks) which will be explored moving forward. This first high level diagram is a simplification to convey the general structure and present some important feedback loops. On the demand side there is a balancing loop called "demand adjustment": as the demand grows, inventory coverage decreases (at least until production catches up) and pushes prices up, which will counteract the initial movement and bring demand down again.

On the supply side, four balancing loops control capacity or the capacity use: if price grows, the short run expected price will increase and that will trigger the mills to either

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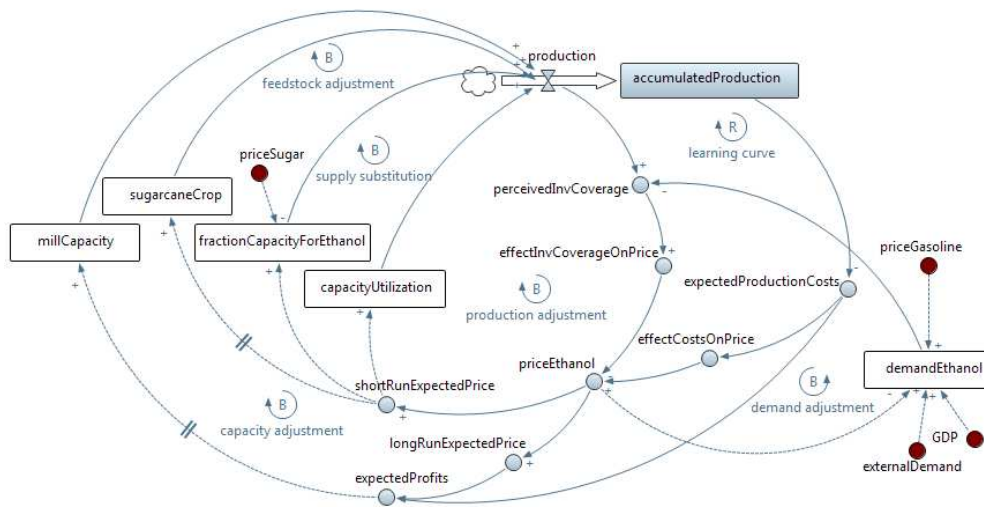
<sup>10</sup><http://www1.folha.uol.com.br/mercado/932800-distribuidor-de-alcool-pode-ter-de-fazer-estoque-para-1-mes.shtml>

<sup>11</sup><http://www.valor.com.br/empresas/1136100/brasil-tera-de-investir-r-156-bi-em-novas-usinas-ate-2020-diz-unica>

<sup>12</sup><http://www1.folha.uol.com.br/mercado/1057413-presidente-da-petrobras-descarta-aumento-no-preco-de-combustiveis.shtml>

increase utilization or increase the fraction of capacity used to produce ethanol (instead of sugar) or plant more sugarcane. On the long run, a consistent growth in prices will also increase the expected future profits and induce the producers to invest more on capacity. The changes in utilization and fraction of capacity to ethanol are relatively fast, while planting more sugarcane is slower (at least one year). Investing in new capacity is much slower (at least four years for a new plant to be built). There is also one important reinforcing loop in the diagram concerning the experience curve: as more ethanol is produced, the production costs decrease due to learning effects. This will increase profits, inducing the industry to invest more and produce yet more ethanol. The reduced cost will also decrease prices with time (without decreasing profits) and that will have a positive influence on demand, pulling yet more production and closing another reinforcing loop (this and other feedback loops are omitted to avoid clutter).

**Figure 12. Overview of the model**



This first diagram also refers to the model boundaries with the shaded variables: price of gasoline, price of sugar, GDP and external demand. On a first iteration these variables will be exogenous to the model. The following sub-sections present each sector of the model highlighting their main characteristics. The diagrams are all simplifications and are deliberately lacking details to avoid clutter. The complete model is available upon request and a complete report presents more detail on the structure and each feedback loop (Santos E. R., 2012).

### 3.1. The demand sector

As discussed in section 2, demand for ethanol and gasoline are highly connected thanks to the flex-fuel vehicles. The demand for hydrous ethanol depends on what proportion of the population drives flex vehicles times the preference they have for ethanol instead of gasoline. This preference is a central variable in the demand sector (see Figure 13) and is modelled as a stock because there is inertia for changing it.

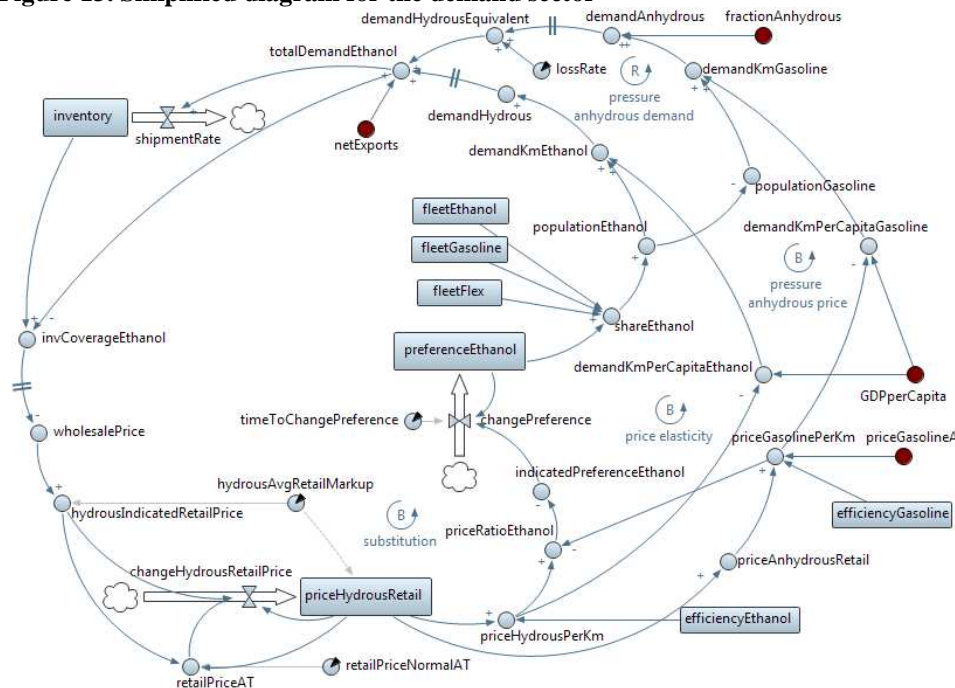
The demand for fuel is fundamentally driven by the income per capita and price. The demand is calculated from these variables according to the following equation:  $D = K \cdot Y^\alpha \cdot P^\beta$ , where  $D$  is demand of Km per capita,  $Y$  is the income per capita and  $P$  is the price per Kilometre. The constant term  $K$  and the income and price elasticities ( $\alpha$  and  $\beta$  respectively) were obtained statistically from historical data.

The model is concerned with demand for Kilometres instead of demand for fuel volume because the efficiency (e.g. in Km/litre) is different between ethanol and gasoline and because the efficiency changes over time as discussed in section 2. A similar approach

is used by Ferreira et.al. (2009). The efficiency is modelled as a stock adjusting to an arbitrary maximum value with a fixed time constant (a rough simplification).

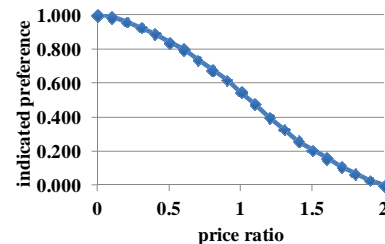
The total demand for each fuel is calculated based on the total population assigned to it. This assignment is based on the fleet size and on preference for ethanol. The fleet is modelled separately (not shown in the diagram) but it is only used to measure the proportion of vehicles of each type. This model is not concerned with "consumption per vehicle" as this concept is dubious: an increase in income may lead one household, for instance, to acquire another car; in the new setup the household will likely consume more Kilometres for the same price but the consumption per vehicle will probably be lower. The size of the fleet will also be highly correlated with income, which would advise against using both variables in the model. Losekann (2010) also seems to find that the size of the fleet might not be a good parameter to estimate total demand for fuel.

**Figure 13. Simplified diagram for the demand sector**



The preference for ethanol is a stock that adjusts to an indicated value with a time constant. The time is necessary for consumers to perceive and assimilate the changes in price and to take action. The indicated value depends on the relative price per Km between ethanol and gasoline and is defined by the non-linear relationship shown in Figure 14. Notice that there is a small bias towards ethanol: a ratio of 1 yields 55% preference for it<sup>13</sup>.

**Figure 14. Relationship between the price ratio (ethanol/gasoline) and preference for ethanol**



Once the total demand in Kilometers is calculated for each type of fuel, the total demand in volume is calculated based on the efficiency again (not shown in the diagram to avoid clutter). The demand for gasoline drives the demand for anhydrous ethanol depending on the fraction to be mixed. This fraction is defined by the government and exogenous to the model. This will be one of the variables to be controlled when defining policies. The demand for anhydrous ethanol is converted to "hydrous

<sup>13</sup> The assumption is that the consumer will favour ethanol when prices are the same or close. This hypothesis was apparently verified during model calibration.

equivalent" by adding the loss rate (the dehydration process removes ca. 4% in volume). Total demand for ethanol is the sum of hydrous and anhydrous (hydrous equivalent) demand, plus total net exports, which are also exogenous and will be defined in different possible scenarios.

The demand will have a negative effect on inventory coverage. It will drain the inventory of finished products while also decreasing the coverage directly. If there is a shortage, that is, demand grows bigger than production, inventory coverage starts to decrease and the price grows. A change in the wholesale price drives a change in the same direction in the retail price after some time. The time depends on whether the price is increasing or decreasing. If it is increasing (indicated price is bigger than current price) the time is smaller, that is, the price adjusts faster. A decrease in price will take longer to propagate as retailers wait until someone decreases the price and all others follow (Santos J. Z., 2012)<sup>14</sup>.

### 3.2. Production Sector

Production starts with the sugarcane harvest. The variable 'sugarcane yearly production' (see Figure 15) defines the total production for one year observed at present. It is calculated as the total crop available times the land productivity and times the capacity utilization, as the mills might not be willing to use all the available sugarcane if the market is not attractive. The actual production, defined by the variable 'sugarcane monthly production' is distributed throughout the year according to a seasonal factor, defined in the model by a non-linear function as seen in Figure 11. Monthly production is also limited by the total mill capacity.

The land productivity depends on effects of the crops' age, on the weather and on the accumulated production which gradually increases productivity with learning effects. The model is given by the following equation:

$$lp = p_0 \cdot CUM^b \cdot effectAge \cdot (1 - effectWeather),$$

where  $lp$  is the land productivity,  $p_0$  is the productivity for the first tonne produced,  $CUM$  is the accumulated sugarcane production and  $b$  is the experience index. The values for  $p_0$  and  $b$  were found statistically based on historical data; ' $b$ ' is positive, as the productivity grows with the accumulated production. When modelling costs with the same experience curve concept,  $b$  will be negative as costs decrease with production (Bake et al, 2009). The effect of age in productivity will be defined in the crops sector. The effect of the weather is modelled as a normal distribution with arbitrary mean and standard deviation that changes once per year. For the model analysis and calibration it will be defined arbitrarily as zero or close to historical occurrences.

Sugarcane monthly production translates into TRS (total recoverable sugar) monthly production according to the sugarcane productivity. The sugarcane productivity is analogous to the land productivity and also grows with accumulated production, only the experience curve is different (or the parameters  $p_0$  and  $b$ ). As a simplification the model assumes that weather and crop age affect only the land productivity. Note that the diagram highlights two reinforcing feedback loops created by the effects of learning on land and sugarcane productivity. TRS monthly production defines the ethanol production rate according to a constant conversion factor and to the fraction of the TRS supply that is being assigned to ethanol instead of sugar (the production mix). This fraction assigned to ethanol is modelled as a stock, there is inertia to change it.

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<sup>14</sup> This non-linear effect on the time constant is called ratchet effect (Sterman, 2000).



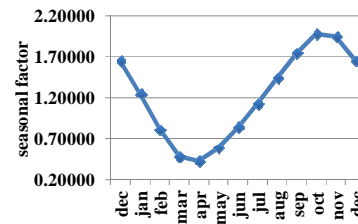


this model disregards work-in-process inventories and also the separate process to produce anhydrous ethanol.

The relationship between supply and demand is captured by the inventory coverage, defined as the total number of days of sales available in inventory at any given time. The coverage will have a big influence in the wholesale price. A higher than expected coverage means that prices will go down and vice-versa. But the price does not depend directly on the inventory coverage because it takes time for the market to measure it, so a second variable called 'perceived ratio inventory coverage' is added which accounts for the delay in perceiving the current value. The perceived ratio depends on a reference value which is given by a fixed average value multiplied by a seasonality distribution.

If production is seasonal, the reference value for the inventory coverage should also be seasonal, otherwise the price would face very big periodic oscillations. The market knows that production will be very low for some months, so it expects a proportionately lower coverage for the end of the period with low production (see Figure 17).

**Figure 17. Seasonal distribution of expected inventory coverage**



The reference value for inventory coverage will, apart from determining the price, also dictate the current desired level of inventory. If this desired value is different from the actual value, the gap will generate an adjustment to the inventory (positive or negative, depending on the sign of the gap) which will be added to the current desired production. Desired production also considers the future expected demand. The desired production, together with desired production of sugar, will drive the desired production for TRS and sugarcane, increasing or decreasing the schedule pressure which will, after an adjustment time, change the capacity utilization and the sugarcane production, closing the balancing feedback loop 'utilization adjustment with schedule pressure'. The inventory adjustment will also push for more fraction of TRS to be assigned to ethanol and close another balancing loop called 'supply substitution via inv adjustment'.

### 3.3. Price and Cost Sectors

The price of ethanol in the model depends on a memory of the recent price represented by the stock 'traders expected price' (see Figure 18). This memory changes slowly, adjusting to the actual price. The adjustment depends on the variable 'indicated price' which is the maximum of the current price and the variable cost (a fraction of the total production cost), as the market will never expect a price lower than the variable cost. The actual price is the expected value changed by the effects of cost and inventory coverage. The diagram shows again the feedback loops associated with the demand and connected by the effect of the inventory coverage on price. The effect of costs on price also creates one important reinforcing feedback loop called 'learning curve on ethanol demand': production adds to the accumulated production which reduces the costs via learning effects; reduced costs will also reduce prices with time, which will have a positive influence in demand, increasing desired production and adding even more to the accumulated production. The effects of inventory coverage and costs in price are given by the following equations:

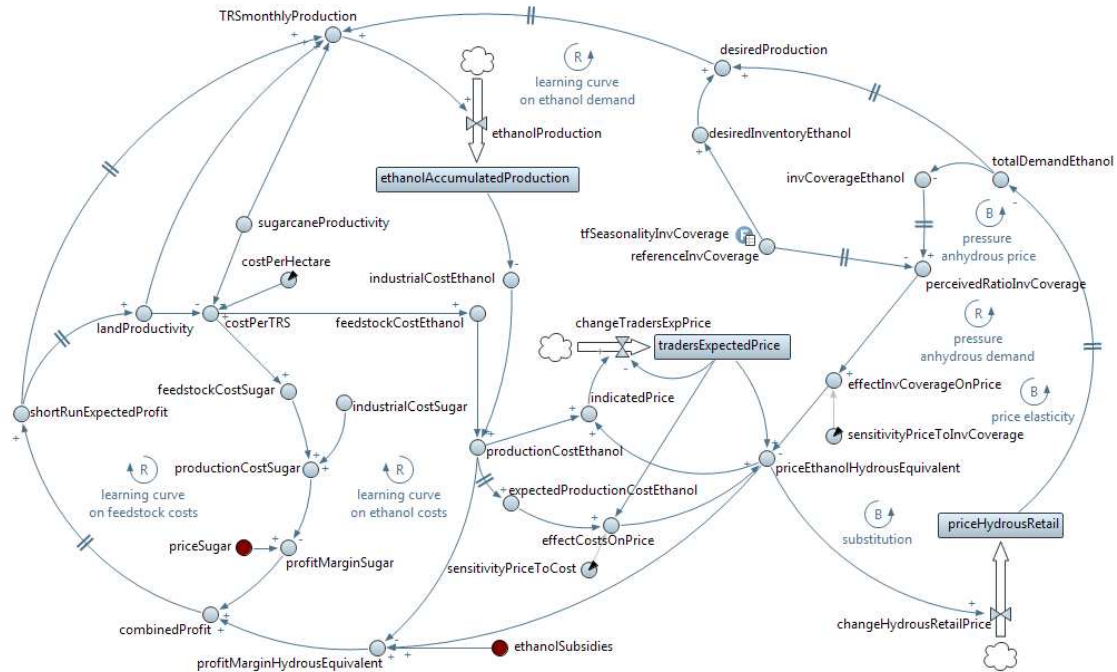
$$effectInvCov = perceivedRatioInvCoverage^{sensitivityPriceToInvCov}$$

$$effectCosts = 1 + sensitivityPriceToCost \cdot \left( \frac{expectedProductionCost}{tradersExpectedPrice} - 1 \right)$$

$$price = tradersExpectedPrice * effectInvCov * effectCosts$$

The sensitivities are parameters to be adjusted during the calibration of the model. The sensitivity to inventory coverage is negative, meaning that the price will increase whenever the inventory coverage is below the reference value and vice-versa. The sensitivity to cost is positive meaning that the price will decrease whenever the total production costs are below the expected price and vice-versa.

**Figure 18. Simplified diagram for the price and cost sector**



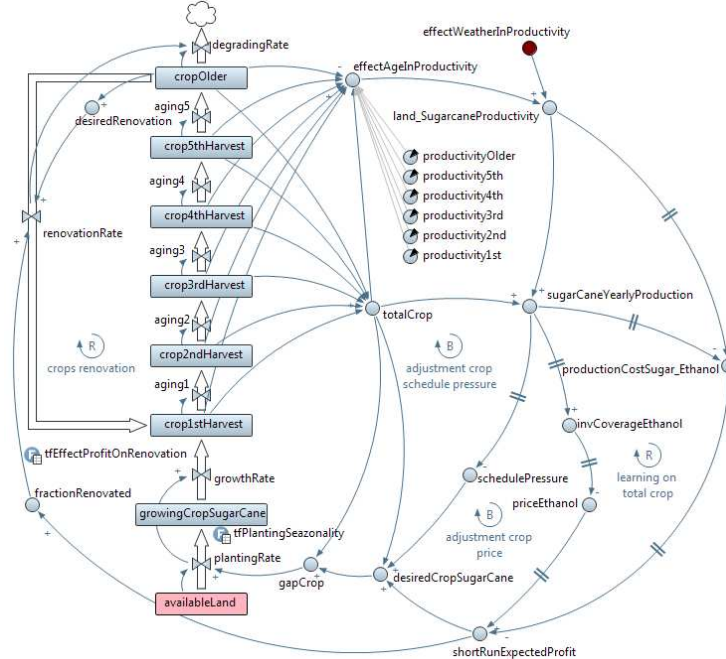
The production cost has two components: the feedstock cost (all costs associated with producing the sugarcane) and industrial costs (associated with the mills' operations). Costs for sugar and ethanol are analogous and only change according to the conversion factors. The feedstock cost depends on a cost per TRS (total recoverable sugar) which depends on a cost per hectare divided by the land and sugarcane productivities. The cost per hectare is assumed constant on a first iteration of the model development but could be influenced by other factors, especially the cost of land which might have an increasing trend. A second iteration might consider a growing cost of land as the total crop approaches a physical limitation, but for now it will be exogenous and could vary on specific scenarios. The productivities grow with accumulated production which means that the cost per TRS has a downward trend.

The industrial cost depends on the accumulated production according to the experience curve. Because sugar has been produced for a long time the model assumes (for simplification) that its industrial cost is fixed (only the feedstock cost will decrease with production). Bake et al (2009) found that the progress ratio for the industrial costs of ethanol was 81%. The model uses this value. The experience index is calculated as:  $b = \log_2(0.81) = -0.3040$  and  $cost = c_0 \cdot CUM^b$ , where  $c_0$  is the cost for the first tonne or cubic meter produced and CUM is the accumulated production;  $c_0$  was found by adjusting a value that would yield a cost in 2010 close to the ones informed by PECEGE (2011). Another exogenous effect called 'ethanol subsidies' was also included in the model to account for incentives (positive or negative) to the industry such as cost of capital or government subsidies. This variable stands for a factor which reduces or adds to ethanol's total production cost.

### 3.4. The crops sector

The sugarcane crop is modelled as an aging chain because the age of the crop is important in defining productivity as discussed in section two (see Figure 19). There is a fixed amount of land available that can be turned into sugarcane crops. The total land available is exogenous and at first it is assumed not to represent a real constraint in the near future.

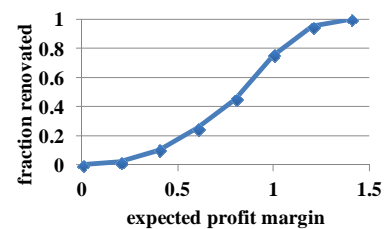
Figure 19. Simplified diagram for the crops sector



The amount to be planted depends on a gap between the current and desired size of the crop. The desired crop depends on recent profits (producers will plant more if the profitability is positive) and on the scheduled pressure (for a given profit margin, producers will plant more if the demand increases). Planting is also seasonal and defined by a monthly factor. Once sowed the sugarcane takes an average 15 months to grow (there are 12 months and 18 months varieties) after which it will enter the stock of crops in the first harvest. From then on the crop can be harvested once per year and will move to one crop older each year until it reaches the older crops. On average the crops in Brazil are renovated one year after that, so the desired renovation is the total amount of older crops after one year. As a simplification the model assumes there is no renovation before the sixth year. A part of the crops that is not renovated will degrade with a time constant of 6 years and this area will be added back to available land.

Renovation will not always be equal to the desired value. The assumption is that renovation, like the planting amount, will depend on the recent profitability. High expected profits will induce producers to renovate all the old crops, but low profits will prevent renovation via a budget constraint. The relationship between expected profit and renovation rate is assumed non-linear and s-shaped (Figure 20).

Figure 20. Effect of expected profit on the renovation rate



Productivity is lost for each year without renovation. The older the crops the lower the productivity (see Figure 6). As seen before, productivity is crucial in determining cost and consequently profits. That creates a reinforcing feedback loop: low profits will prevent renovation and increase the average age of the crops which, ceteris paribus, will reduce productivity, increase costs and reduce profits again in a vicious cycle. That actually seems to be happening now in Brazil and the government has devised a plan to rescue producers. When the old crops are renovated, they return to the stock of crops in the first harvest. The sum of all the crops determines the total sugarcane yearly production and connects the other feedback loops shown in the diagram.





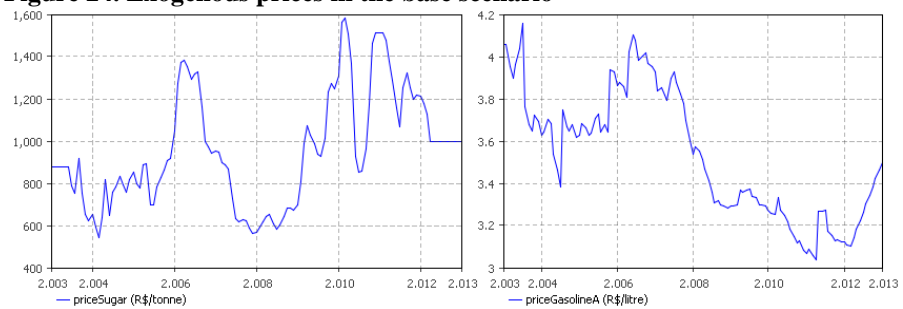


historical data as an input for the exogenous variables. Section two of this report presented several of the important variables through time. Even though we have many of the historical data on an yearly basis, that is not always the case for monthly data. As discussed, the model is concerned with monthly data because the seasonality can be highly relevant in defining oscillations in price. Apart from periodicity, there are also other issues with the data available. Prices to producers are available for selected states only, not for the whole country, so the simulation uses the price in the Sao Paulo state (representing more than 60% of production) as a proxy. Prices of gasoline to consumers are different between all states and this test is using a weighted average (ANP, 2012). Prices of sugar are different between several varieties and the simulation is using just the most common variety as a proxy (CEPEA, 2012). Productivity and effects of climate are rough estimates.

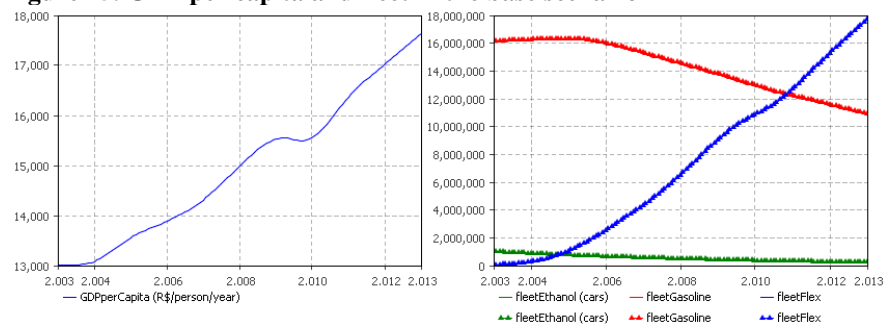
The exact values of all the exogenous inputs in the base scenario can be found in the attached detailed documentation; a summary

follows: Figure 24 shows the exogenous price of sugar and gasoline and Figure 25 shows GDP per capita and the fleet in the base scenario.

**Figure 24. Exogenous prices in the base scenario**



**Figure 25. GDP per capita and fleet in the base scenario**

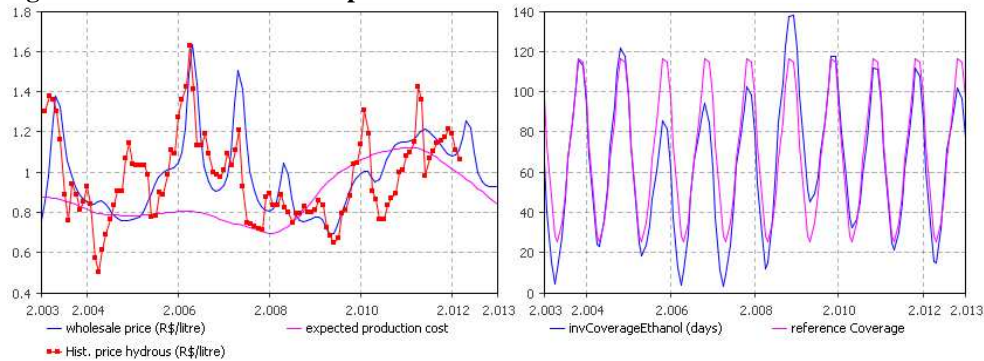


The charts cover 10 years, until the end of 2012. All the prices have been converted to their value in December 2010 with the price index IGP-DI. The fraction of anhydrous ethanol in gasoline is kept at 25% throughout most of the period with brief reductions to 20% in some months during 2006, 2010 and 2011 (Zechin, 2012). Demand for sugar grows with the pattern shown in Figure 10. The productivity is assumed to drop with weather effects. Subsidies to ethanol are assumed to remain at 20% (a fraction of total costs) until the beginning of 2008, when the fleet of flex cars was soaring and there was general optimism, and then remain at minus 20% from 2008 to 2011 when the global crisis increased the cost of capital and credit became scarce. This set of exogenous inputs yields the price curve displayed in Figure 26.

The interface displays the resulting price and the historical data together for comparison. The price data is obtained from CEPEA (2012) and refers to the price to producers in the state of Sao Paulo. Even though the curves have a poor match ( $R^2=0.207$ ) one can see the model responding with a similar pattern and with a small delay. Given the aforementioned issues with data and all the non-captured noise, one can conclude that the model's generated result is acceptable. Both the historical data and the simulation results show the price of ethanol responding to changes in the price of sugar and gasoline. At the beginning of 2006 and 2010, for instance, the price jumps

after large rises in sugar price. In 2006 the growth is even higher due to the high price of gasoline, which also pressures ethanol prices at the beginning of the simulation.

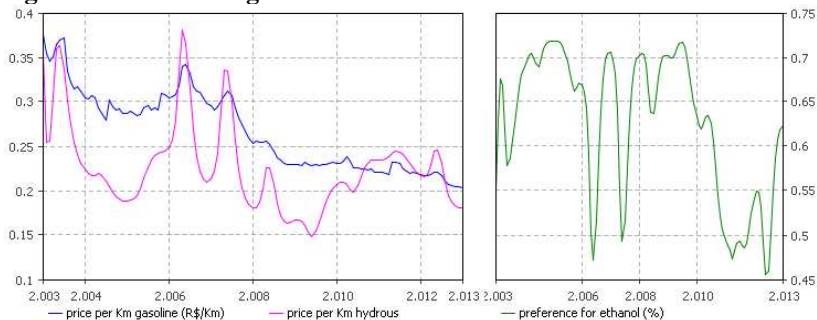
**Figure 26. Simulation results: price in base scenario**



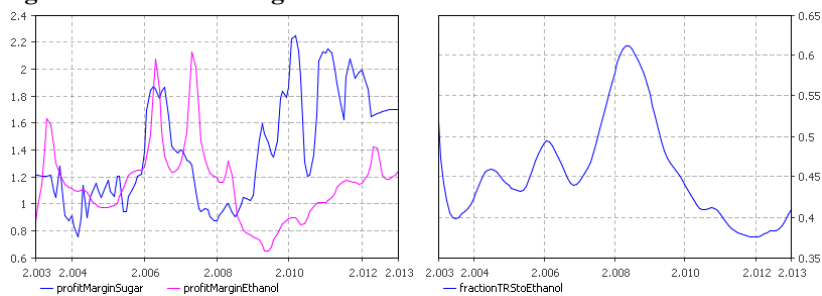
The prices of sugar and gasoline pressure the ethanol price via different mechanisms, the first acting on the supply side and the second on the demand side. With the changes on these inputs, the system tries to balance itself via the feedback loops discussed in section 3. High prices of gasoline shift demand to ethanol and pressure the supply, decreasing inventory coverage and causing ethanol prices to also grow after some time.

The increase in prices will eventually lower the demand, balancing the initial effects. The substitution effects can be seen in Figure 27. When sugar prices grow, they prompt producers to shift some of the raw materials and capacity to sugar (Figure 28), which lowers ethanol supply and inventory coverage, thereby increasing prices.

**Figure 27. Ethanol X gasoline in the base scenario**



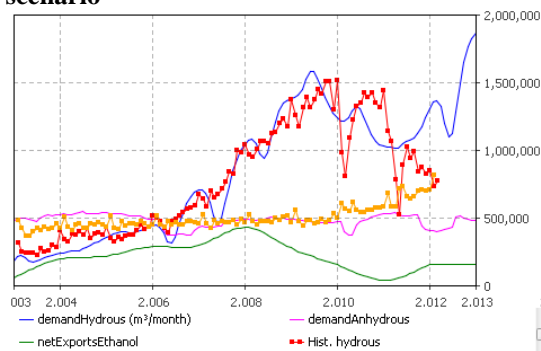
**Figure 28. Ethanol X sugar in the base scenario**



This growth will be balanced on the demand side afterwards with a decrease in demand.

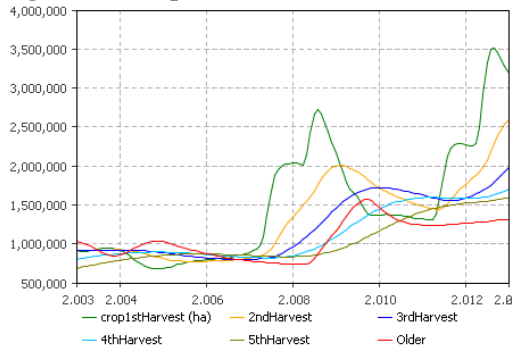
The effect on demand can also be compared with available historical data (see Figure 29). Monthly fuel consumption is available from ANP (2012). The simulation results and historical data show a growing demand for hydrous ethanol which is the result partly of an increase in GDP per capita, but mostly of the major growth in the fleet of flex vehicles during this period.

**Figure 29. Simulation results: demand in the base scenario**

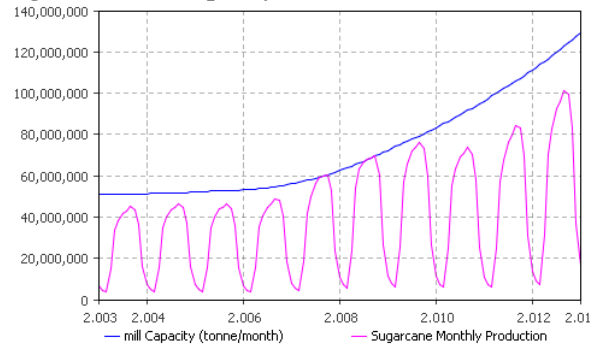


As the fleet of flex vehicles grows, the demand becomes more volatile and highly dependent on the price of ethanol. Close to the year 2010, the increase in price causes a slash in demand as now the fleet of flex cars is close to 50% of the total and the shift in preference is fast after the changes in relative prices (Figure 27). Production grows until 2009 and then starts falling as the price of sugar increases and the fraction of TRS to ethanol starts dropping (Figure 28). Effects of the weather also pressure production, both for sugar and ethanol, which impacts the price even further. On the supply side the long term effects also act to balance the system. Crops and mill capacity grow in response to the growing demand (Figure 30 and Figure 31) but they do so when expected profits are higher, which depends both on sugar and ethanol.

**Figure 30. Crops in the base scenario**



**Figure 31. Mill capacity in the base scenario**

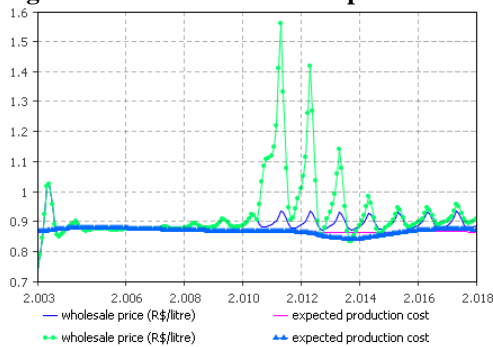


The model's generated behaviour, though not precise, makes sense when compared to historical data. All variables vary on the expected direction with close magnitudes and small delays relative to the data.

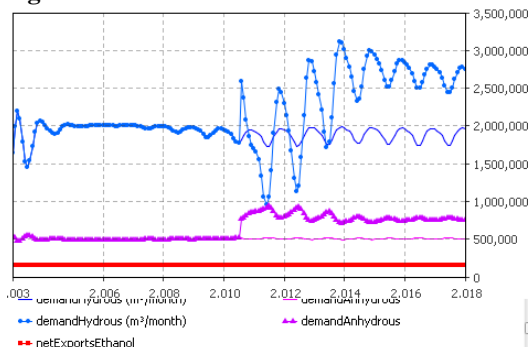
#### 4.2. Other behaviour tests

Tests were done on a hypothetical scenario of fixed demand for fuel (GDP and population are kept constant and so is the share of flex vehicles, at about 77%), fixed prices of gasoline and margin on sugar (price is kept 10% over costs), fixed productivity and exports. Vehicles' efficiency is also kept constant. Time horizon is 15 years for these tests and the system is shocked at year 7.5 (july of 2010). On the first test the system is shocked with a 50% increase in income. Figure 32 shows results for the price.

**Figure 32. Simulation results: price**



**Figure 33. Simulation results: demand**

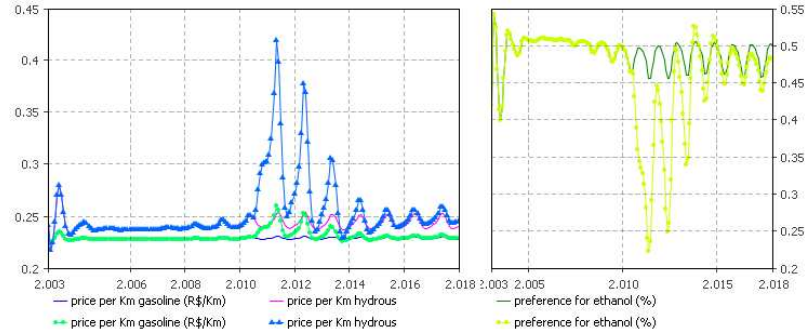


The system starts off slightly unbalanced but soon reaches an equilibrium with small yearly oscillations due to the harvest seasonality. With the income shock the immediate effect is a sharp increase in demand for hydrous and anhydrous ethanol (Figure 33). But the increase in demand causes the inventory to deplete faster and the inventory coverage soon falls below the reference value which causes the price to jump. The increase in price then impacts the demand for hydrous ethanol, counteracting the initial effect.

Part of the balancing effect is due to the price elasticity and part is due to the substitution effect (see Figure 34).

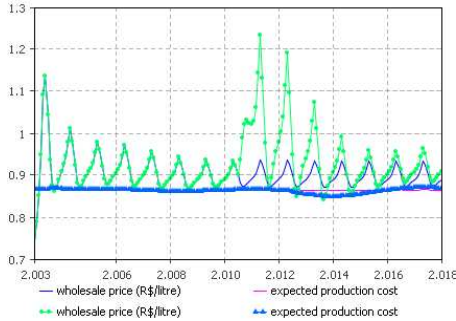
As the price per km of hydrous ethanol grows faster than that of gasoline, preference for ethanol plummets and demand is balanced. The curves also show the demand for anhydrous ethanol growing as the demand for hydrous falls.

**Figure 34. Simulation results: price per km and preference for ethanol**

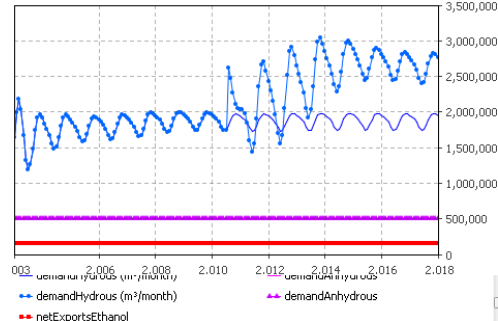


This effect corresponds to the reinforcing loop 'pressure on anhydrous demand' and it lowers the strength of the balancing loops (see Figure 13). In order to test this effect one can apply a loop knock-out analysis (Sterman, 2000). By testing the same shock with a disconnected loop one can evaluate how important it was for the generated behaviour. Figure 35 shows the price for the same shock after the loops 'pressure anhydrous demand' and 'pressure anhydrous price' are disconnected. This is done simply by changing anhydrous demand to a constant value of 500,000 m<sup>3</sup>/month. Figure 36 shows the results for the demand. When comparing the results it is striking that the variations in price and demand are much bigger when the anhydrous loops are active, which attests the significance of the anhydrous reinforcing loop.

**Figure 35. Price with income shock and anhydrous loops disconnected**



**Figure 36. Demand with income shock and anhydrous loops disconnected**



Back to the original results, because the balancing effects involve delays, the system actually oscillates. As demand loses strength, inventory coverage rises fast again and soon it grows bigger than the reference value which causes the prices to fall sharply. The correction is bigger than needed because of the delays in the system. With prices falling, the demand (which is still pressured with the higher income) grows back again, pressuring prices and the cycle repeats for about four years until the system stabilizes.

Apart from the balancing loops on the demand side, several other loops on the supply side are also acting in response to the shock. Production rate grows after the demand shock. Desired production grows with the higher demand forecast and on the first years after the shock it fluctuates around the forecast due to the necessary inventory adjustments. The delays to increase production cause the system to oscillate. During the first years, increase in production is obtained partly with an increase in capacity utilization and partly at the expense of sugar production (fraction of TRS to ethanol grows). These are the fast balancing feedback loops on the production side. After some time the slow negative feedback loops act to balance the system: the crop size grows



and so does capacity. The growth in crop size increases the proportion of young crops and that has a positive side effect on productivity with a betterment of the age effect.

After about four years the price returns to its original level and stabilizes again with a small (negligible) oscillation. It does so because the cost remains constant and acts as an anchor to the price. The preference for ethanol, capacity utilization and productivity also return to their original values. But demand stabilizes at a higher level, compatible with the increased income and the supply adjusts with a higher capacity, larger crop area and a bigger fraction of TRS to ethanol.

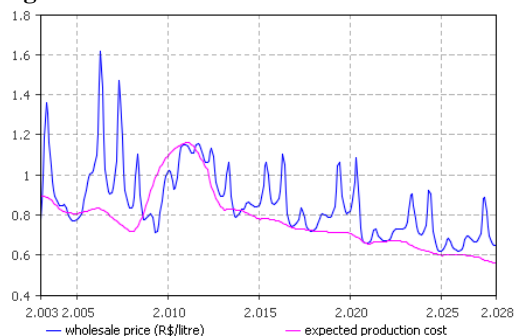
Several other tests and sensitivity analyses are detailed in a more complete report (Santos E. R., 2012). After all the tests, the proposed model, though not highly precise, has proved robust enough at generating sound patterns of behaviour and for that it is useful for its purpose of testing the efficacy and efficiency of various policies under different future scenarios. Next section will cover this topic.

## 5. Policies and scenario analysis

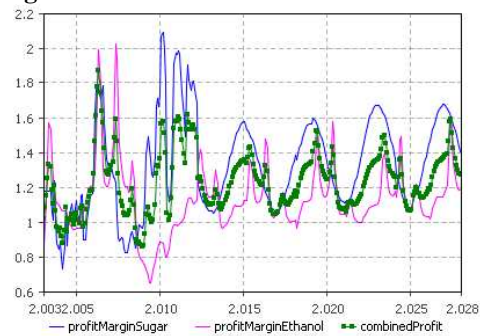
In order to test different policies, simulations were run for 25 years under different scenarios concerning demand (domestic and for exports), prices of sugar and gasoline and productivity (which is tightly connected to costs). The simulations start at the beginning of year 2003 and all exogenous inputs are kept at their historical values until march 2012. The high, low and base scenarios for each input are detailed in Santos E.R. (2012) and can be tested in the user interface. Prices are assumed to grow with small oscillations unless in the low (pessimistic) scenario. Exports, GDP per capita and productivity also grows with a small rate in the low scenario. The demand for sugar is also exogenous and was defined in a single scenario where it grows 2% per year. All the parameters in the model are exogenous and may have a high influence in the results, but they are all defined as constants that do not change during the simulation period. This assumption can of course be challenged.

One could think, for instance, in a scenario where the society and government become more concerned with environmental issues and gradually start using less fuel by prioritizing public transport, bicycles, electric cars etc. In this context, demand for fuel could lower even with a high growth in GDP per capita. For the model this would mean that the constant 'consumption income elasticity' would have to change. If this situation was somewhat probable, this parameter could also be defined in different scenarios. The analyses here assume that this and other parameters do not change during the simulation. Results for price are shown in Figure 37 and profits in Figure 38.

**Figure 37. Price and cost in the base scenario**



**Figure 38. Profits in the base scenario**

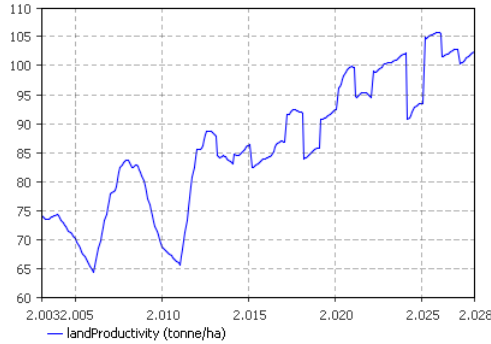


Prices show a long term downward trend pulled by the costs that are continuously shrinking with the experience curve. Profits seem to follow the oscillations in the exogenous prices of sugar and gasoline after 2012 when all the other inputs are growing

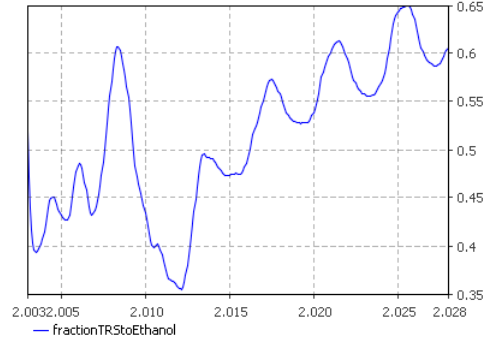


smoothly and the only disturbance is a small random variation in productivity from weather effects (Figure 39). The price also oscillates with a frequency dictated by the exogenous inputs. When the sugar price grows capacity is diverted, less ethanol is produced (Figure 40) and its price also grows.

**Figure 39. Productivity in the base scenario**

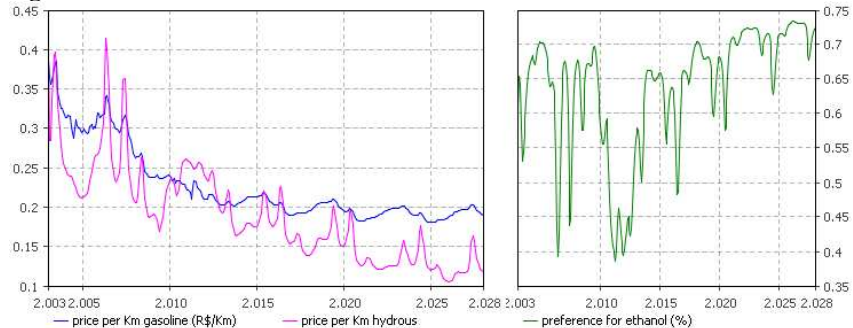


**Figure 40. Production mix in the base scenario**



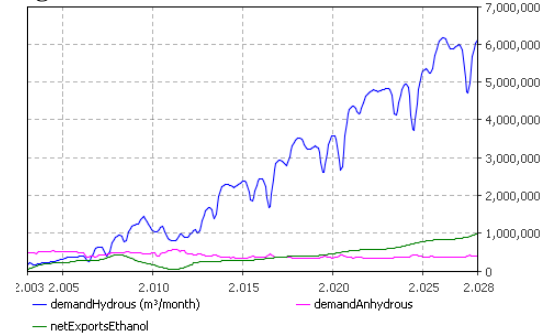
When gasoline prices grow, preference for ethanol also grows, putting pressure on demand and leading ethanol prices up likewise (Figure 41).

**Figure 41. Ethanol x Gasoline in the base scenario**



But despite the oscillations this scenario is good for the industry. Profits are positive throughout the simulation and demand grows circa six fold from 2012 to 2028 (Figure 42). The crops and mill capacity grow after the positive profit forecast and support the surge in demand. The situation would be even more favourable in an optimist scenario where prices of sugar and gasoline, GDP, exports and productivity grow above historical levels.

**Figure 42. Demand in the base scenario**



With these scenarios there is little need for the government to act. But how would the market behave in a more pessimistic scenario?

### 5.1. Pessimistic scenario

Figure 43 shows prices and cost in the pessimist scenario and Figure 44 shows profits. Now the industry is incurring persistent periodic losses. The long term expectation of profit is eroded and capacity shrinks (Figure 45) becoming a real constraint for production. But even with this constraint prices are held down by the low prices of gasoline and sugar.

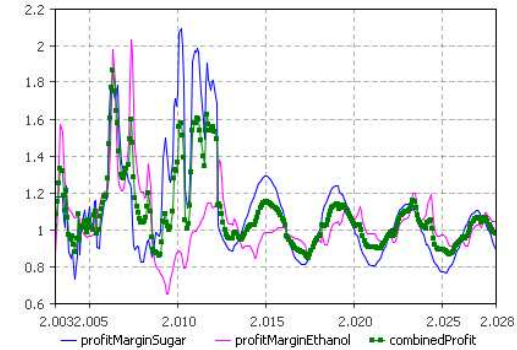
The crop area also shrinks with the depressed profits and capacity utilization grows to the maximum, threatening with a shortage of ethanol even though the demand is not growing too much. And to worsen the situation, productivity grows very slowly, both because the scenario is defined as such and because the weather and age effects are adverse. When profits go down planting stops and the crop area starts diminishing. Without new crops and with lowered renovation, the age of the crops grows widely and

contributes to lower productivity even further. But there are still other mechanisms keeping the prices down. The production mix gradually steers towards ethanol because sugar prices are low and demand is still growing, though more slowly (GDP per capita still grows and so does the flex fleet). And the preference for ethanol keeps oscillating to counteract changes in demand. So what can the government do in this situation?

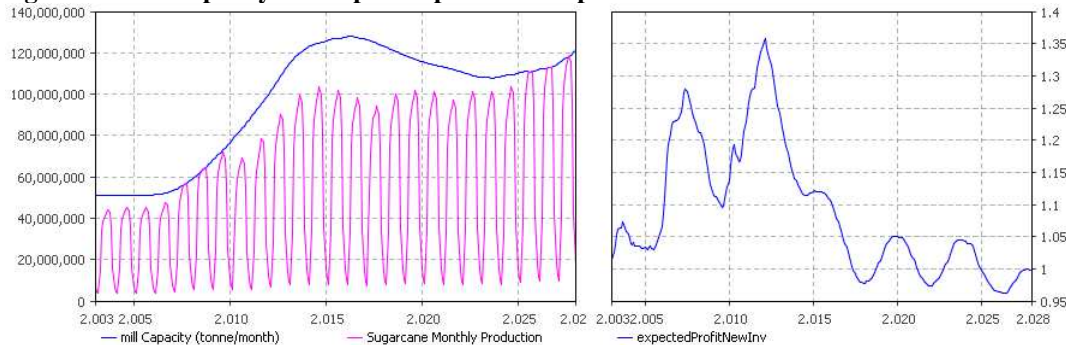
**Figure 43. Price and cost in the pessimistic scenario**



**Figure 44. Profit in the pessimistic scenario**



**Figure 45. Mill capacity and expected profit in the pessimistic scenario**



The government can of course attempt to alter some of the scenarios. Apart from attempting to boost economic growth (which is a constant effort) it can try to stimulate exports by setting trade agreements with several countries. It can also devise a strategy to increase productivity with state investments in R&D. Finally, the government has a big influence on gasoline prices via Petrobras and even though the fuel prices are part of a bigger plan related to inflation and economic growth itself, the setting of this price should be part of the government strategy for the sector.

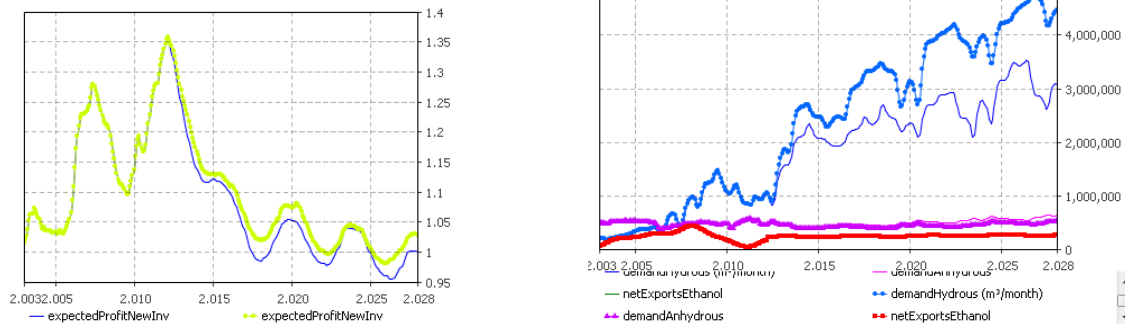
But none of these attempts to change the scenarios constitutes a real short term policy for our purpose because none of them is a variable the government can truly control. For the purpose of our simulation, a policy should be related to a variable the government has the ability to modify in a short enough time in response to changes in the environment. In the model there are two of those variables: the fraction of anhydrous ethanol that goes into gasoline and the subsidies for the sector. The subsidies are mainly tax exemptions and low cost loans, both with the objective of reducing cost to producers and stimulating investments.

On the first test, the government attempts to revert the situation by increasing the anhydrous fraction in gasoline from 20 to 25% (from 2012 until 2028) in an attempt to boost demand. The change is tiny. The increase in anhydrous demand is compensated at some periods by a lower demand for hydrous ethanol and even when total demand grows it does so in a tiny fraction, not enough to change the prices significantly. The fraction was already at 20% and the upper bound of 25% limits the potential effectiveness of this policy. This result exemplifies policy resistance, a common characteristic of complex systems (Sterman, 2000). All the balancing feedback loops

tend to act to counteract isolated actions. The increase in anhydrous demand, for instance, may cause the price to grow which will decrease demand for hydrous ethanol if nothing else changes.

Subsidies to the industry can be a more effective policy. In the next simulation an incentive amounting to 20% of the costs is given to the industry throughout the whole period from 2012 to 2028. This incentive would probably mean that the whole industry is being permanently exempted from taxes, which is probably unrealistic. But since we are testing an extremely pessimistic scenario, it might be worth testing an extreme policy as well. Figure 46 shows expected profit and Figure 47 shows demand after the subsidies (and compared to the pessimistic scenario without any policies).

**Figure 46. Expected profit after change in subsidies** **Figure 47. Demand after change in subsidies**



Now the behaviour improves considerably. Expected profits rise and periods with losses are shorter. Demand for hydrous ethanol also grows significantly now that ethanol prices become smaller (pulled by the lower cost) and boost preference for ethanol over gasoline.

Curiously, a very similar effect can be obtained by simply changing gasoline prices back to the base scenario. This result means that from the government standpoint, if there is an option to let gasoline prices grow as in the base scenario, in the long run this would be equivalent to giving the whole industry an incentive amounting to 20% of the costs. Assuming that the government is spending both to keep gasoline prices down (as lost revenues for Petrobras) and to subsidise the industry, it would be saving a considerable amount by letting prices up. The question then is whether the bigger prices will result in higher social costs with inflation, economic stagnation etc. But this speculation is outside the scope of this study.

The tests in the pessimistic scenario show how difficult it is to fight structural, persistent problems in complex systems with point measures and short term policies. The conclusion is that if all factors are adverse for a long time, the industry would eventually perish. But the policies might be more effective for temporary crises.

## 5.2. Transitory crises

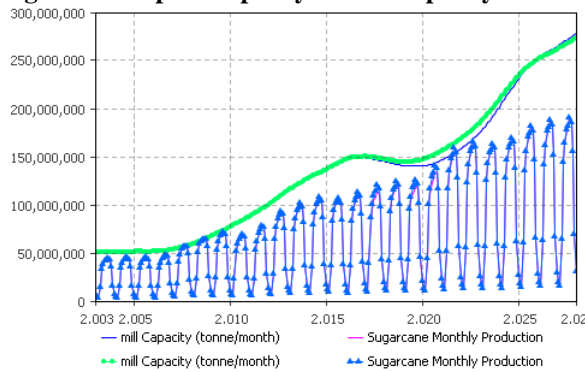
In the following tests, shocks are applied for 2 years, starting at month 150 and policies are evaluated concerning their efficacy to attenuate the effects. In the first test, sugar prices jump 100% and productivity lowers 20% (a crisis similar to the one Brazil was facing during 2011). As expected, capacity is diverted to sugar and productivity affects production negatively reducing the supply for ethanol and even causing a small shortage. Prices jump and demand plummets as a result. An extreme policy is tested then to reduce the anhydrous fraction during the crisis in order to alleviate the demand and reduce hydrous prices. The fraction is reduced to zero short after prices start

increasing and is gradually restored to the original 20% level once prices go back to normal

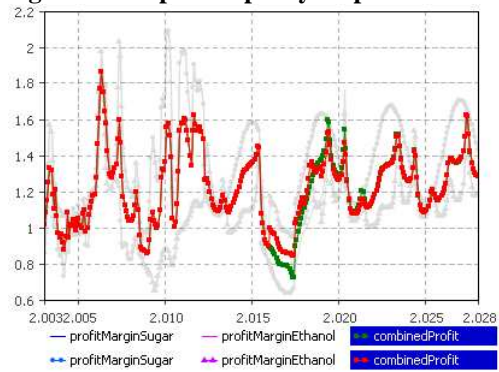
Reducing this fraction to zero is a costly measure, as a new additive to gasoline would have to be procured. It could also make the market nervous with the possibility of it becoming a permanent change as discussed before. But even with this costly measure the results are disappointing. The reduction in anhydrous demand translates into more capacity being diverted to sugar and very little into a lower price and higher demand for hydrous ethanol. Also contributes to the lower efficiency, the fact that anhydrous demand represents less and less of the total as the flex fleet keeps growing and so does the hydrous demand. The results seem to reproduce the current development in Brazil where a reduction in anhydrous fraction had little impact in prices. Again the system shows it is resistant to this policy.

High sugar prices can represent a crisis for consumers but not exactly for the industry, as the reduced sales of hydrous ethanol are compensated with sales in the future and with a higher profit for sugar. Next test simulates a distress scenario where sugar prices fall 40% and gasoline prices fall 30% during two years. Ethanol prices also plummet and the industry faces heavy losses during almost the entire period. The impacts in supply are long lasting as crop area and mill capacity shrink with the low profits. Productivity also goes down due to the lower planting and renovation rates that produce older crops as seen before. Now a policy of increasing subsidies during the crisis period is proposed as a response. Incentives of 20% of total costs are applied soon after the prices go down and removed after they settle. Results are positive. The losses are reduced (Figure 49) and crops and capacity are not reduced as much (Figure 48). Of course the result would be more effective if a bigger incentive could be given.

**Figure 48. Impact of policy on mill capacity**



**Figure 49. Impact of policy on profits**



Evidence shows that the industry may face recurring crises with all the global oscillations in sugar and gasoline prices, economic downturns and with eventual climate effects on the crops, but a persistent pessimistic scenario on the long run is unlikely. The most probable development is the base scenario with eventual crises that can be handled with eventual help from the government with subsidies and tax incentives.

### 5.3. Dealing with seasonality

Apart from incentives and the anhydrous fraction, another suggested "policy" by the government is to incentivize (or to enforce) distributors to keep a bigger inventory as discussed in section two. It is worth noting that the size of storage tanks in the mills is not a constraint to production today. The mills do not stock more ethanol because they either lack raw materials, or crushing capacity or because they lack working capital to build too much inventories (Zechin, 2012). In that sense, this measure by the government, from the standpoint of producers, is equivalent to shifting demand:



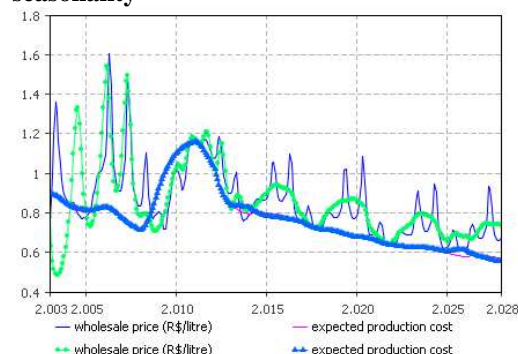
distributors would buy more during the harvest season to build stocks and less between harvests when production stops.

Policy was written with quotes before because, again, this measure does not seem like a variable the government has total control over. Passing a law to enforce the stocking seems like a disproportionate interference on the market and even if it passes, monitoring and enforcement would be expensive and probably ineffective. But even with these difficulties it might be worth simulating the potential effects.

In order to test the effects of shifting the demand one has to consider shifting the expected inventory coverage as well. The mechanics can get extremely complicated as the demand seasonality shifts to behave more like the production seasonality and the expected coverage has to move along. The following test simplifies this exercise by simply testing an extreme setting of no seasonality at all.

If the demand is shifted so it behaves exactly like the production throughout the year, that would be equivalent to not having any seasonality. Figure 50 shows the price behaviour in this setting compared to when there is seasonality. It is clear that oscillations are smaller without the seasonality, which means that if this policy could be implemented it would be effective in reducing price volatility.

**Figure 50. Price in the base scenario without seasonality**



Apart from shifting demand, seasonality could also be reduced if the industry did not depended exclusively on sugarcane. This would be a more farfetched approach, but if the mills could process corn in addition to sugarcane, the seasonality would be reduced as corn has different harvest seasons and can be stocked (Porto, 2012).

This and other policies to reduce seasonality seem closer to the efforts to change the scenarios as discussed before. They are not concrete variables the government can control in a short time window. But they, as the scenario changing, can be highly effective to foster and stabilize the industry in the long run and should be part of the government strategy for the sector. The policies of incentives and of changing the anhydrous fraction are less effective or more expensive and should be used only to alleviate the effects of temporary crises.

## 6. Conclusions

After developing the model, calibrating it and running all the simulations it is evident that this type of exercise is extremely helpful in understanding the system. The resulting model and "flight simulator" can be invaluable tools to assist in decisions.

The simulations show that, as is common with complex systems, the government policies cannot rely on single actions: "you can't do just one thing" (Sterman, 2000), especially when the conditions are adverse. It became evident that the short term policies (changing the anhydrous fraction in gasoline and giving incentives to the industry) should be complemented by long term policies such as incentivizing research and development and foreign trade. Simulations also show that the system is highly resistant to policies, which is also common in complex systems with many balancing feedback loops. Changes in the anhydrous fraction in gasoline have little effect in



boosting demand as the growth in anhydrous shipments is partly compensated by hydrous reductions and anhydrous becomes less representative as hydrous demand grows.

Another conclusion is that the effect of incentives to the industry is very similar to the effect of letting gasoline prices increase. Considering that the government spends both to keep gasoline prices down (with loss revenues for Petrobras) and to subsidise the mills, a raise in gasoline prices could achieve the same effects (for the ethanol industry) with a considerable drop in government spend.

Reducing the volatility in prices is also a difficult task as the government cannot rely on short term policies for that. The attempts to shift demand can be effective but there is a potential implementation problem. A long term policy to diversify production with the use of corn could be a valid alternative. The scenario analysis suggests that despite the current crisis and possible future ones, the forecast is positive and the industry is expected to grow with satisfactory profitability.

### **6.1. Points for improvement and future research**

One of the points for improvement in the model is related to the sugar market. The assumption now is that both demand and price of sugar are exogenous and unrelated which is a rough simplification. Demand for sugar should be modelled as dependent on price and income in a similar way as the demand for fuel (probably with quite different elasticity though). Inventories should also be accounted for and the adjustments added to desired production. The global price will probably be partially influenced by the Brazilian supply as well.

The way costs are defined can also be improved. The feedstock costs depend on a fixed cost per hectare (a simplification). This cost will probably depend heavily on the cost of land which might be partly endogenous: as the crop area grows, land becomes scarce and more expensive. The mills and crops may start expanding to remote areas where the productivity will probably be lower. So the expansion might also have a negative effect in average productivity in the long run, which is not considered in the model.

Sugarcane productivity was defined according to the learning curve but without the influence from age and weather as a simplification. This definition could be revised in following studies. One possibility is that the average TRS per ton of sugarcane might grow when land productivity falls, because then the harvest will be more concentrated on the months with higher sucrose concentration (Porto, 2012). But the weather can also influence the sucrose amount negatively, for instance if it rains in the dry season and the sugarcane blooms, in which case a good chunk of the sucrose is lost to the flowers.

Geographical considerations are also a point for improvement. Brazil is vast and has wide differences between different regions, especially between north and south. Further modelling efforts might benefit from disaggregating demand and supply at least between these macro regions.

Data related to several variables can be better sourced. Crop area, for instance, is not completely clear as different sources are available but with data that seem inflated or not related to sugar and ethanol production. Prices are not available for the whole country. And many estimates could be more reliable if evaluated by experts in the industry.

There is no considerations on the costs to implement policies. One conclusion is that it might be less expensive to let gasoline prices grow, but the amount of savings is not clear, neither is the potential side effect on other macroeconomic variables such as

inflation and GDP growth. Eventually the model might even benefit from making part of GDP growth endogenous, as it depends on the price of fuel. But the modeller should also be cautious not to add too much complexity unless it contributes to the purpose of the modelling effort.

As a last suggestion for continued research, further modelling efforts might also consider different stakeholders. It is assumed here that the ethanol industry, though already solid, still needs incentives from the government to thrive completely. In that sense the proposed policies are in favour of the producers. If we think of consumers as a stakeholder that the government needs to "protect", raising gasoline prices might not be the best policy. If we think of environmentalists the aim of the policies can get even more blurry: ethanol is supposed to be a better alternative to gasoline in what concerns GHG emissions, but on the other hand its expansion might put pressure on protected areas. But regardless of political choices, the model and simulations are important tools to support the decision process.

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