

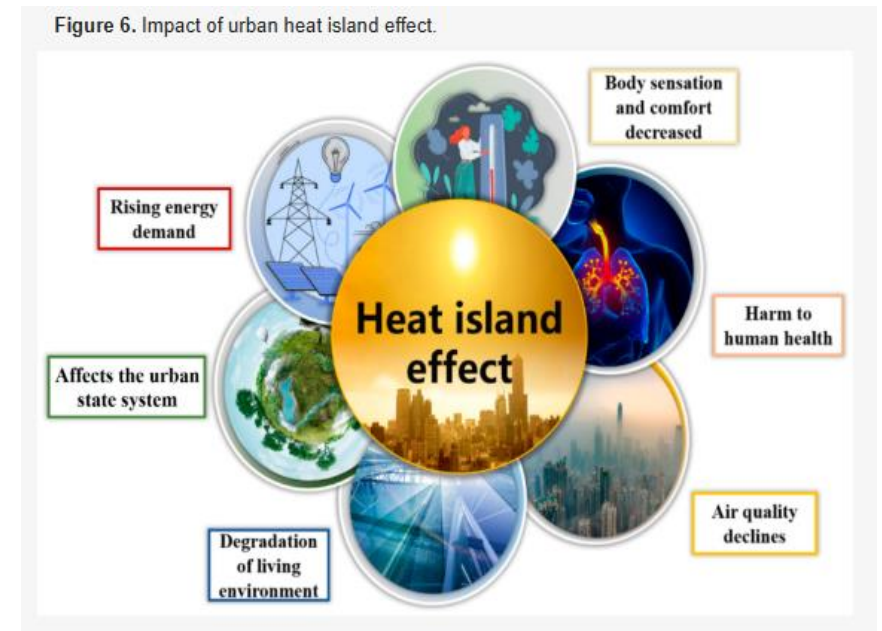
Effective governance for extreme heat

Integrating institutional frameworks with the energy shift

**Soon-Ae Park
Seoul National University**

Contents

- **The impacts of extreme heat events**
 - *Human health impacts*
 - *Economic and infrastructure impacts*
 - *Environmental impacts*
 - *The impacts of extreme heat in Africa*
- **The connection between extreme heat and energy transition: KEPCO**
- **Case Study: Seoul**



Liu, et al., (2024). Research Overview on Urban Heat Islands Driven by Computational Intelligence. *Land*, 13(12), 2176.
<https://doi.org/10.3390/land13122176>

The impacts of extreme heat events

Human health impacts

Economic and infrastructure impacts

Environmental impacts

The impacts of extreme heat in Africa

1. Human health impacts

**What is
Extreme heat?**

- often referred to as the "silent killer,"
- Poses a severe threat to global public health



**Can We Survive
Extreme Heat?**

Humans have never lived on a planet this hot, and we're totally unprepared for what's to come

August 27, 2019

ILLUSTRATION
BY SEAN MCCABE

**disproportionate
impact**

- effects are not immediately visible, but have a cumulative impact, disproportionately affecting the most vulnerable populations.
- By 2070, it is estimated that 3.5 billion people will be severely impacted by extreme heat, with 1.6 billion of them residing in urban areas.
- 356,000 deaths were associated with extreme heat across nine countries, in 2019 alone.
- This projection underscores the urgent need to address the risks associated with rising temperatures,
- particularly as extreme heat is already more lethal than all the other climate-related threats combined, including hurricanes, floods, and droughts.

- Source: Chi Xu and others, "Future of the human climate niche", *Proceedings of the National Academy of Sciences*, vol. 117, No. 21 (2020).
- 9 Katrin G. Burkart and others, "Estimating the cause-specific relative risks of non-optimal temperature on daily mortality: a two-part modelling approach applied to the Global Burden of Disease Study", *The Lancet*, vol. 398, No. 10301 (2021).

Gradual onset of symptoms

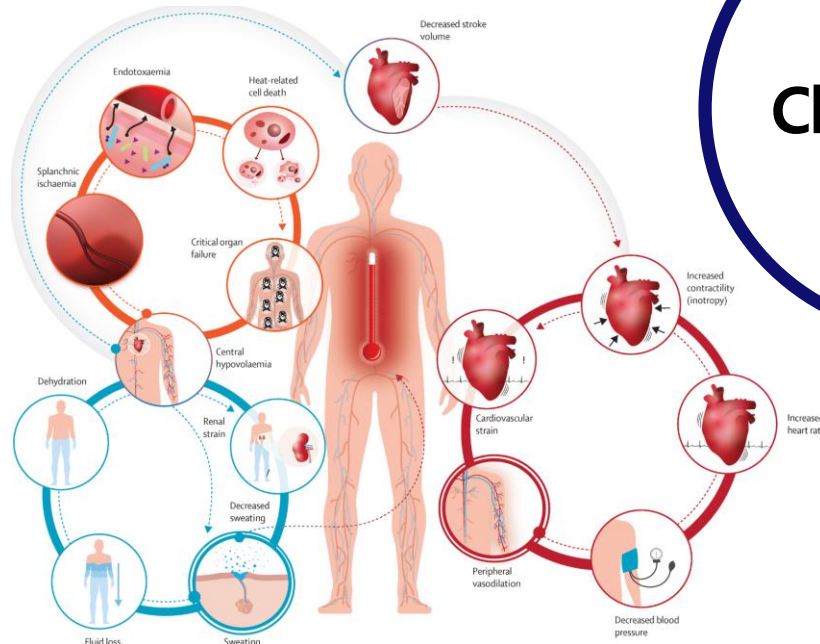
HEAT EXHAUSTION	HEAT STROKE
HEAVY SWEATING	HIGH BODY TEMP
COLD, PALE, OR CLAMMY SKIN	HOT, DRY, OR DAMP SKIN
FAST, WEAK PULSE	FAST, STRONG PULSE
MUSCLE CRAMPS	CONFUSION
TIREDNESS	LOSING CONSCIOUSNESS
FAINTING	NAUSEA
NAUSEA	HEADACHE
HEADACHE	DIZZINESS
DIZZINESS	

Source: Mississippi state univ. extension

Initially: mild symptoms
Prolonged: more severe conditions

Challenges?

- early identification of risk challenging → inadequate preparation and lack of preventive measures.
- exacerbate pre-existing health conditions, thereby increasing heat-related morbidity and mortality.
- may not immediately be attributed to heat. → Possibility of underestimation



Residential issues



Economically disadvantaged groups

Risk of heat-related illnesses

substandard housing

limited access to air conditioning

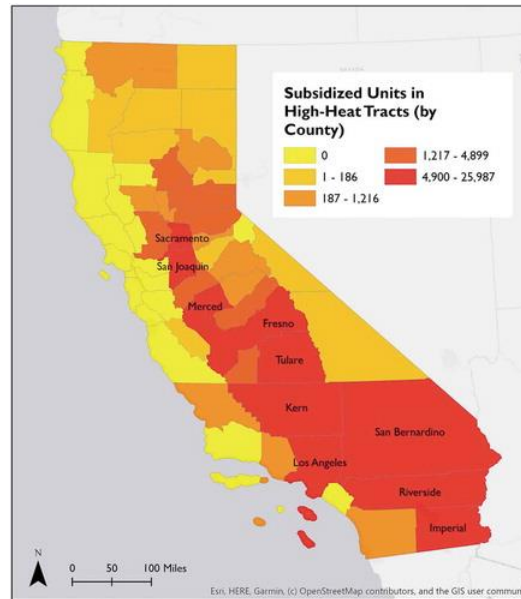
occupations like manual labor and waste collection

prolonged exposure to extreme heat.

Concentration in High-Risk Areas (p.849) (Gabbe, C. J., & Pierce, G., 2020)

Central Valley and Inland Empire counties (e.g., Fresno, San Bernardino, Riverside) contain the largest share of high-high units.

Fresno County alone has 71% of its subsidized housing in high-high tracts (p. 853)



Environmental Deficiencies

Subsidized housing areas tend to have:
Less tree canopy, More impervious surfaces, Lower access to central air conditioning (p.855)

Data Source

- Extreme heat: California state, 'Cal-Adapt'
- Subsidized housing: HUD 2017 (Department of Housing and Urban Development)
- American Community Survey (ACS), 2013-2017
- Adaptive Capacity and Sensitivity Index (ACSI)

Image: The Guardian <https://www.theguardian.com/us-news/2021/sep/22/haiti-migrants-texas-us-immigration>

Source: Chersich, M.F., Wright, C.Y. Climate change adaptation in South Africa: a case study on the role of the health sector. *Globalization and Health*, vol. 15, No. 22 (2019)

Gabbe, C. J., & Pierce, G. (2020). Extreme Heat Vulnerability of Subsidized Housing Residents in California. *Housing Policy Debate*, 30(5), 843-860.

Natural hazard and Human health impacts

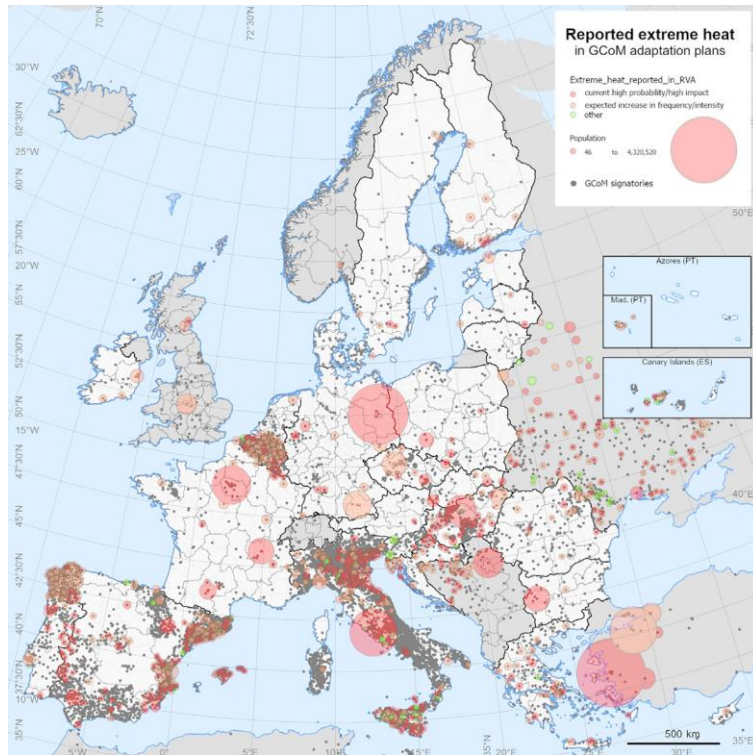


FIGURE 2.4 Map of GCoM signatories with respect to extreme heat. Red halos distinguish cities that declared extreme heat as either a high probability or high impact hazard (currently)

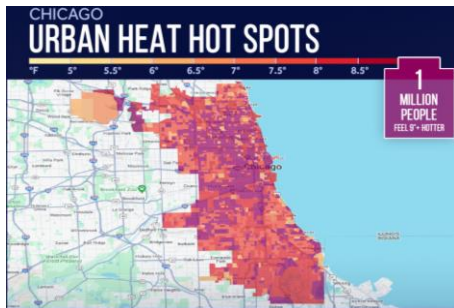


Image: Climate Central.

Extreme weather events, such as heat waves and floods, can also directly influence disease transmission and morbidity.



Image: The Guardian

- climate change and its effects—particularly heat waves and humidity—have altered the behavior of the *Anopheles* mosquito, the vector for malaria, increasing its survival rate. (WHO, 2023, *World Malaria Report*.)

the urban heat island (UHI) effect

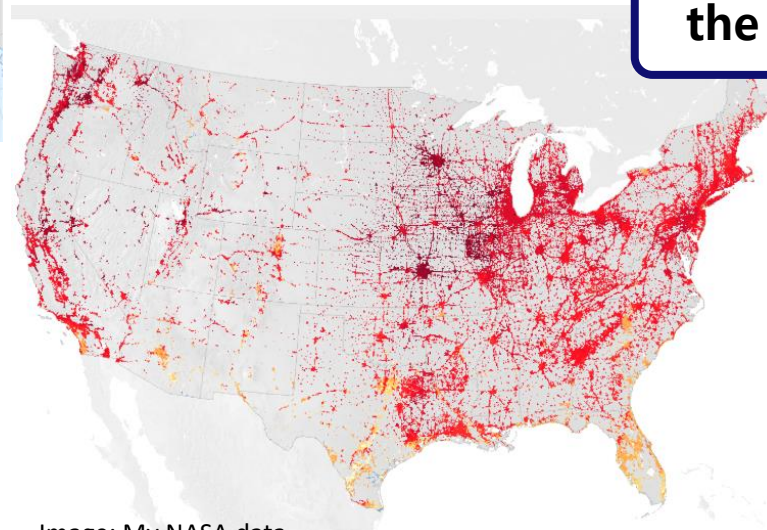


Image: My NASA data
<https://mynasadata.larc.nasa.gov/basic-page/urban-heat-islands>

- Experience significantly higher temperatures than surrounding rural areas.
- It is mainly due to the built environment trapping heat from buildings, roads, and other impervious surfaces.
- Also, it leads to potentially dangerous heat waves with increased health risks for residents. Source: WHO, *World Malaria Report 2023* (Geneva, 2023).

2. Economic and infrastructure impacts

Economic problems?
(possible)

Labor productivity, urban infrastructure, etc.

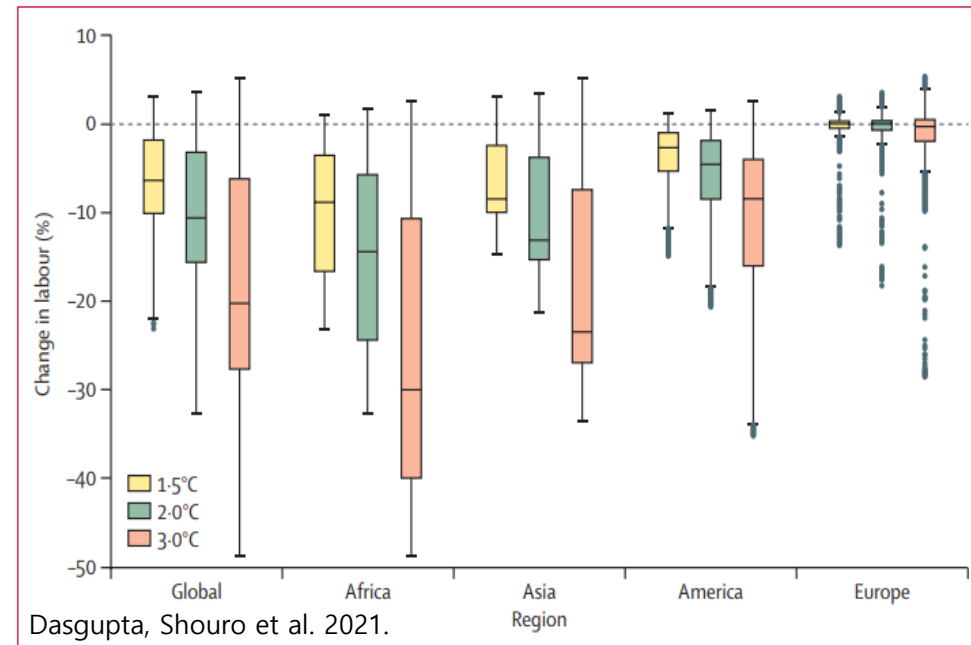
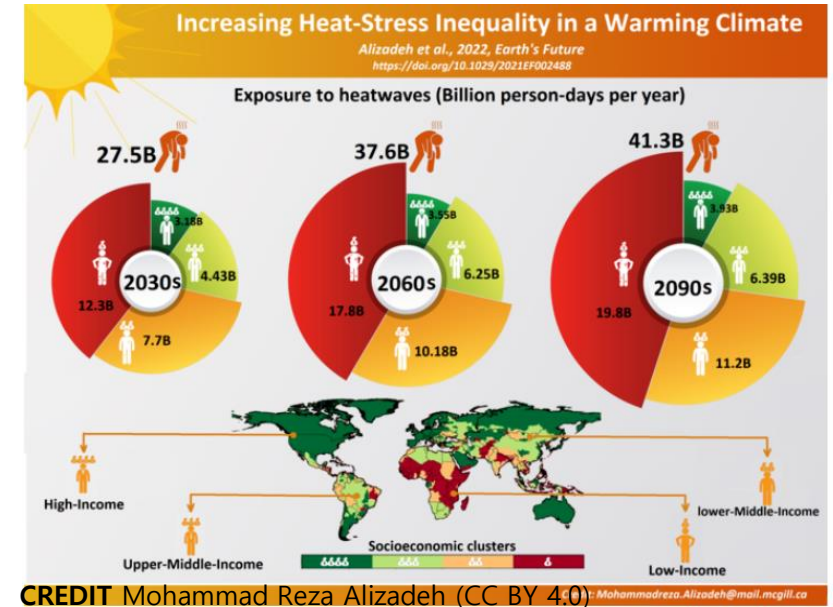
exacerbates social and economic inequalities

disproportionately affects vulnerable groups

imposes significant economic pressures on communities

increased demand for public services

rising healthcare costs.



At least 2.41 billion workers worldwide (71% of the working population) are exposed to excessive heat.

→ 22.85 million injuries and 18,970 death annually.

By 2050, extreme urban heat is projected to reduce global labor capacity by 20% during hot months.

Regions with the **highest proportion** of occupational injuries attributable to excessive heat:

Africa
7.2% of all occupational injuries %

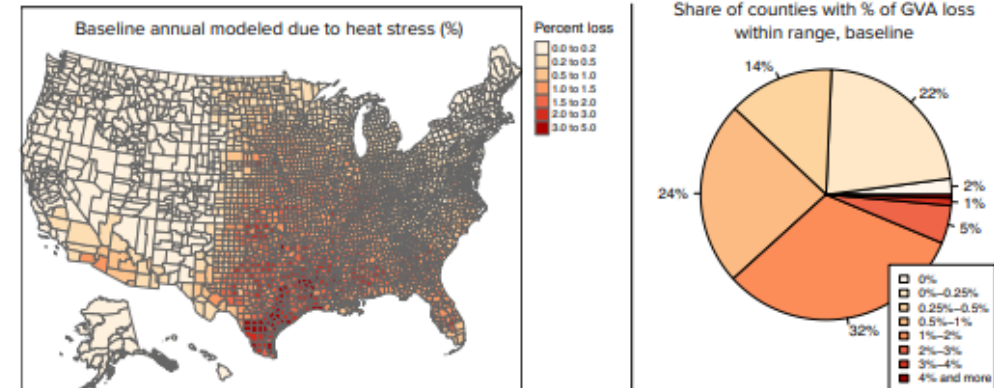
The Americas
6.7% of all occupational injuries %

Image Source: Flouris. (2024, p. 14)

In 2020 alone, 295 billion work hours were lost globally due to extreme heat.

In the United States, associated labor productivity losses could double to nearly \$200 billion by 2030 and reach \$500 billion by mid-century.

Figure 2: Distribution of Economic Losses from Reduced Worker Productivity Due to Heat Stress, Baseline Scenario



Note: Gross value added lost across all sectors of the economy in 2020, based on historical climate data from 1986 to 2005.

Source: Vivid Economics. Data on the loss of gross value added from heat stress from 1986 to 2005. Climate Research Center (WCRC).

Source: Vivid Economics. Woodwell Climate Research Center (WCRC). (as cited in Adrienne Arsht-Rockefeller Foundation Resilience Center, 2021, p. 6).

Source:

- Andreas Flouris and others, eds., *Heat at Work: Implications for Safety and Health—A Global Review of the Science, Policy and Practice* (Geneva, ILO, 2024).
- David Dodman and others, “Cities, settlements and key infrastructure”, in *Climate Change 2022: Impacts, Adaptation and Vulnerability—Working Group II Contribution to the Sixth Assessment Report of the Intergovernmental Panel on Climate Change*, Hans-Otto Pörtner and others, eds. (Cambridge, Cambridge University Press, 2022).
- Sustainable Energy for All, *Chilling Prospects: Tracking Sustainable Cooling for All* (2022).
- Adrienne Arsht-Rockefeller Foundation Resilience Centre, *Extreme Heat: The Economic and Social Consequences for the United States* (2021).
- Ridhima Gupta, E. Somanathan and Sagnik Dey, “Global warming and local air pollution have reduced wheat yields in India”, *Climate Change*, vol. 140 (2017).

Agriculture productivity and extreme heat

Reduction in crop yields for staples

- Annual losses in the United States (\$720 million → \$1.7 billion by 2030)
- ➔ Threatening food security and export capacity

Danger of rising temperature

- In India wheat production,
- A mere 1°C increase in temperature
- ➔ 4-5% decline in yields

“erratic rainfall patterns linked to climate change”

IPCC's warning

- potential crop failures
- ➔ increased food prices heightened risk of famine in vulnerable communities.

Need of substantial mitigation efforts

- global food production could drop by as much as 30% in certain regions by 2050
- ➔ intensifying poverty and hunger issues

Source:

- Ridhima Gupta, E. Somanathan and Sagnik Dey, "Global warming and local air pollution have reduced wheat yields in India", *Climate Change*, vol. 140 (2017).
- Intergovernmental Panel on Climate Change. *Climate Change 2021: The Physical Science Basis*.

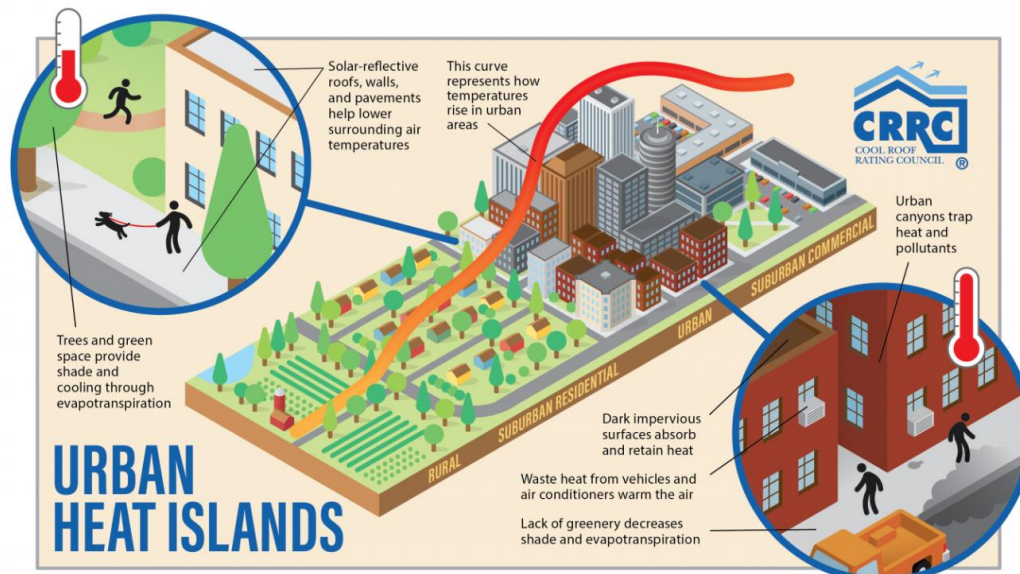
Problem with infrastructure

Over capacity problem

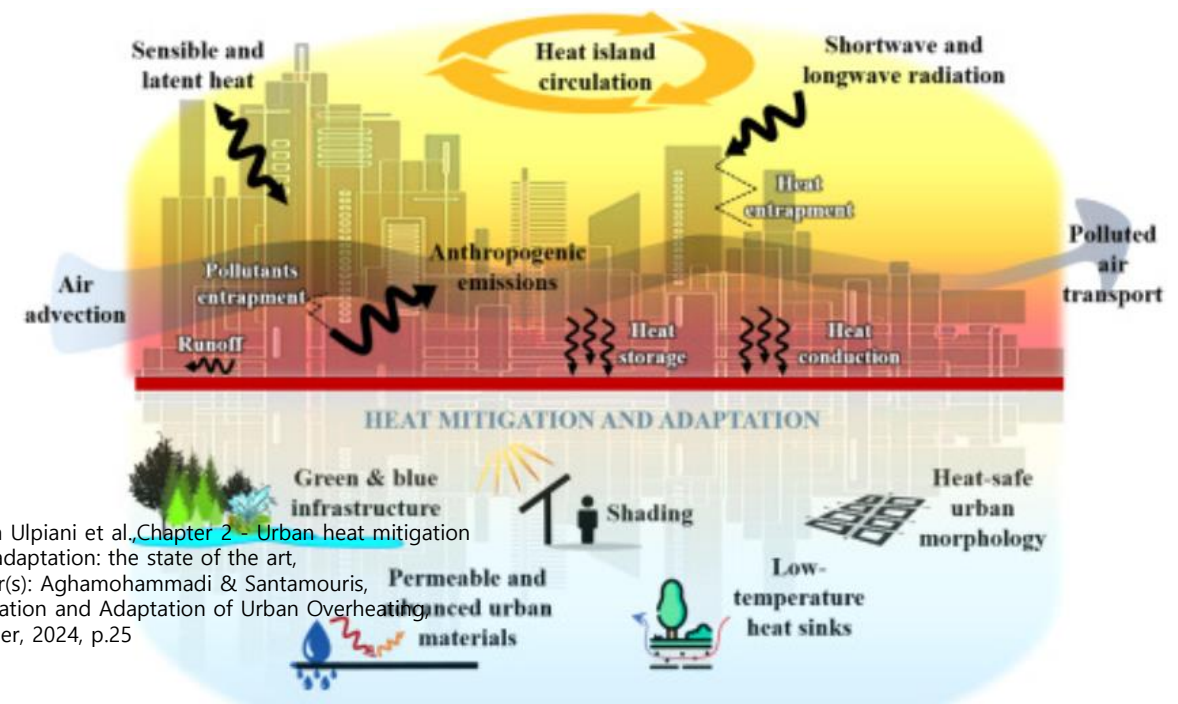
- Roads, power lines, and buildings face structural damage and system failures
- Energy infrastructure struggles to meet the increasing demand for air conditioning during heat waves.

Concern for Heat-induced infrastructure failures

- could have cascading impacts on health and economic activity
- particularly in urban areas already exacerbated by the UHI effect.

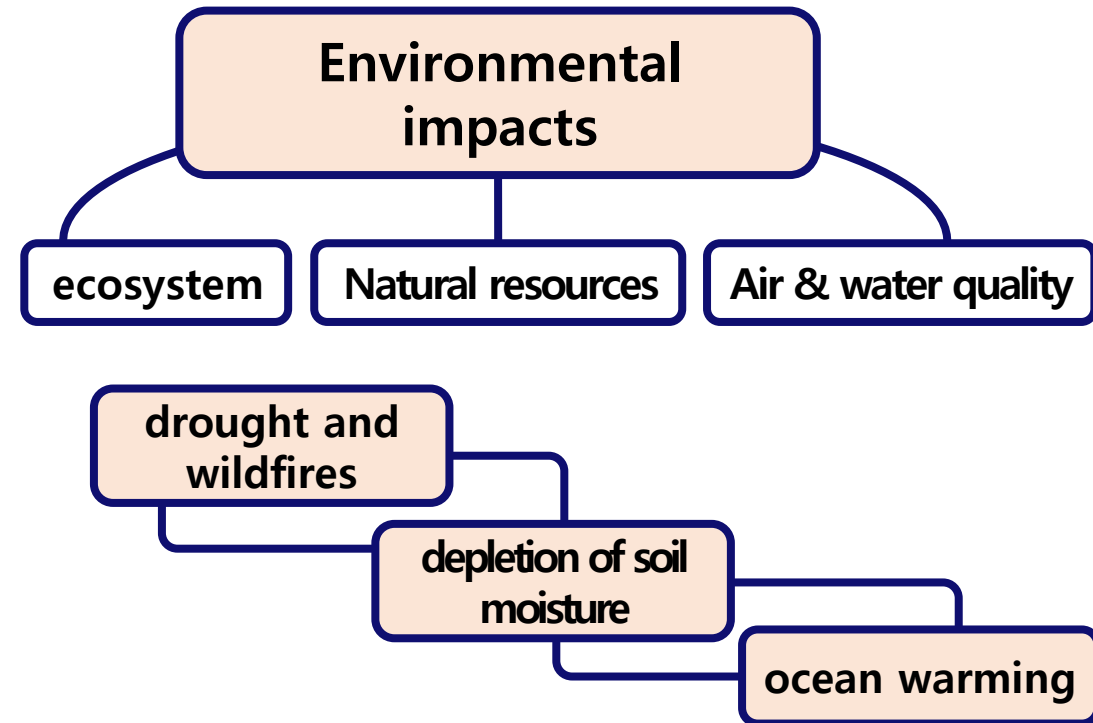


Source: <https://coolroofs.org/resources/urban-heat-island-mitigation>



Giulia Ulpiani et al, Chapter 2 - Urban heat mitigation and adaptation: the state of the art,
Editor(s): Aghamohammadi & Santamouris,
Mitigation and Adaptation of Urban Overheating,
Elsevier, 2024, p.25

3. Environmental Impacts



severe stress on terrestrial ecosystems

- threatening biodiversity
- disrupting ecological balance

disrupt marine ecosystems

- impacting fisheries, coral reefs, and other marine life
- potentially influencing weather patterns like hurricane intensity.

c) Year of highest category MHW (1982-2017)

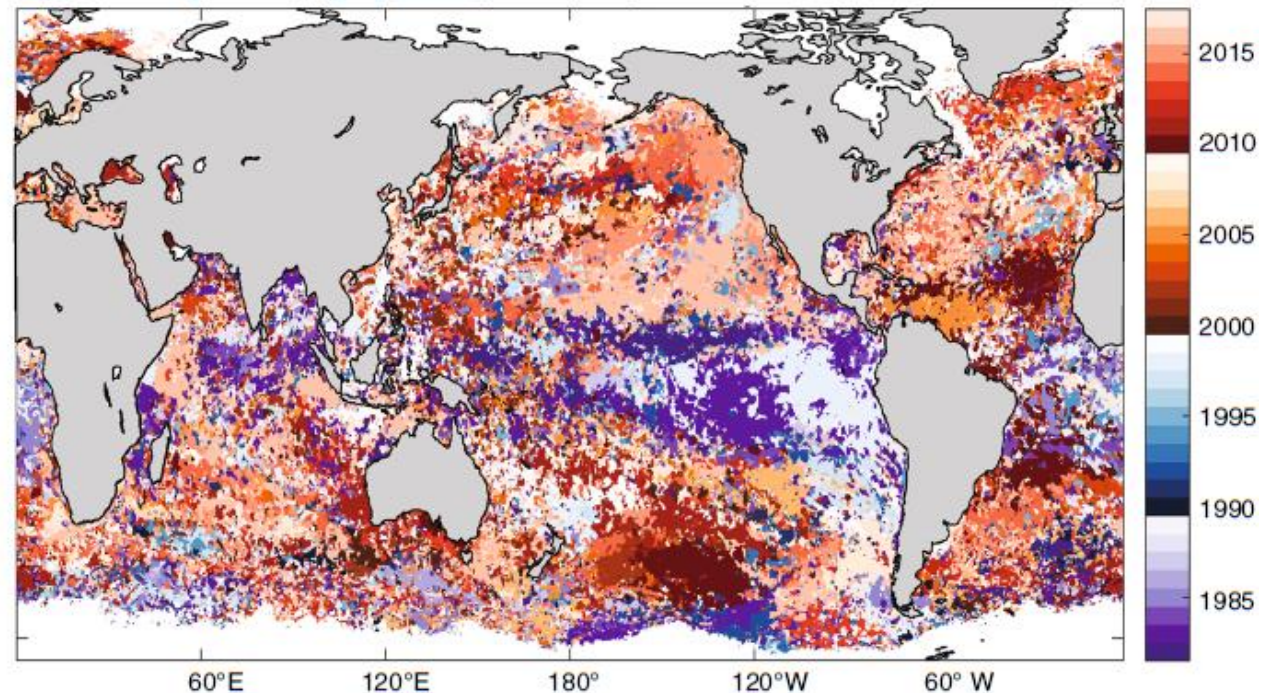


Figure: Characteristics of Marine Heat Waves(MHW) category and intensity: Year of maximum recorded category (i.e. when the severity index was highest; the associated year of maximum intensity is shown in Figure)
(Gupta et al., 2020, p.3).

Water resources problem

1.42 billion people – including 450 million children – are already living in areas of high or extremely high **water vulnerability**.

Less than 3 percent of the world's water resources **is freshwater**, and it is growing **increasingly scarce**.

Various regions worldwide are experiencing **more frequent and severe droughts** driven by **elevated temperatures**.

Lead to **intensified competition** for water resources.

conflicts and compel communities to adjust to shifting environmental conditions.

stresses freshwater ecosystems and **raises salinity levels, adversely affecting aquatic life**.

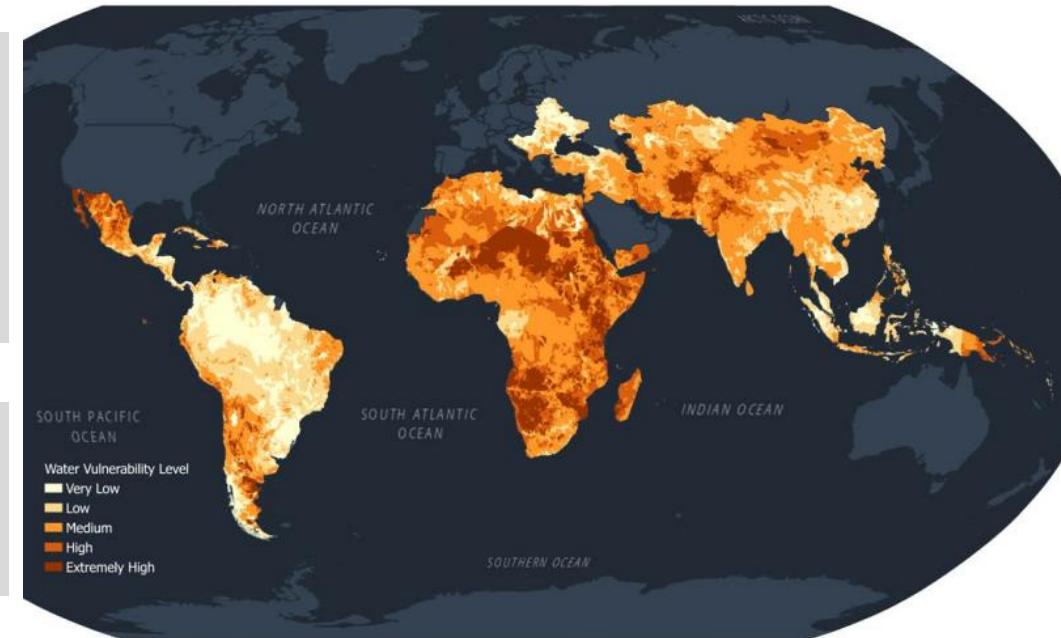


Figure:

Map of areas of high or extremely high water vulnerability. (UNICEF, 2021, p.13).

* Water stress, interannual variability, seasonal variability, and groundwater table decline were derived from the WRI Aqueduct Water Risk Atlas, drought events derived from the UNEP Global Data Risk Platform, and drinking water service level data were derived from the JMP data set.

Air quality problem

- extreme heat negatively impacts through the increased formation of ground-level ozone
- a pollutant that exacerbates respiratory ailments and other health issues.
- In urban environments, like LA and Beijing, elevated temperatures catalyze the chemical reactions responsible for ozone smog, putting millions of residents at risk.

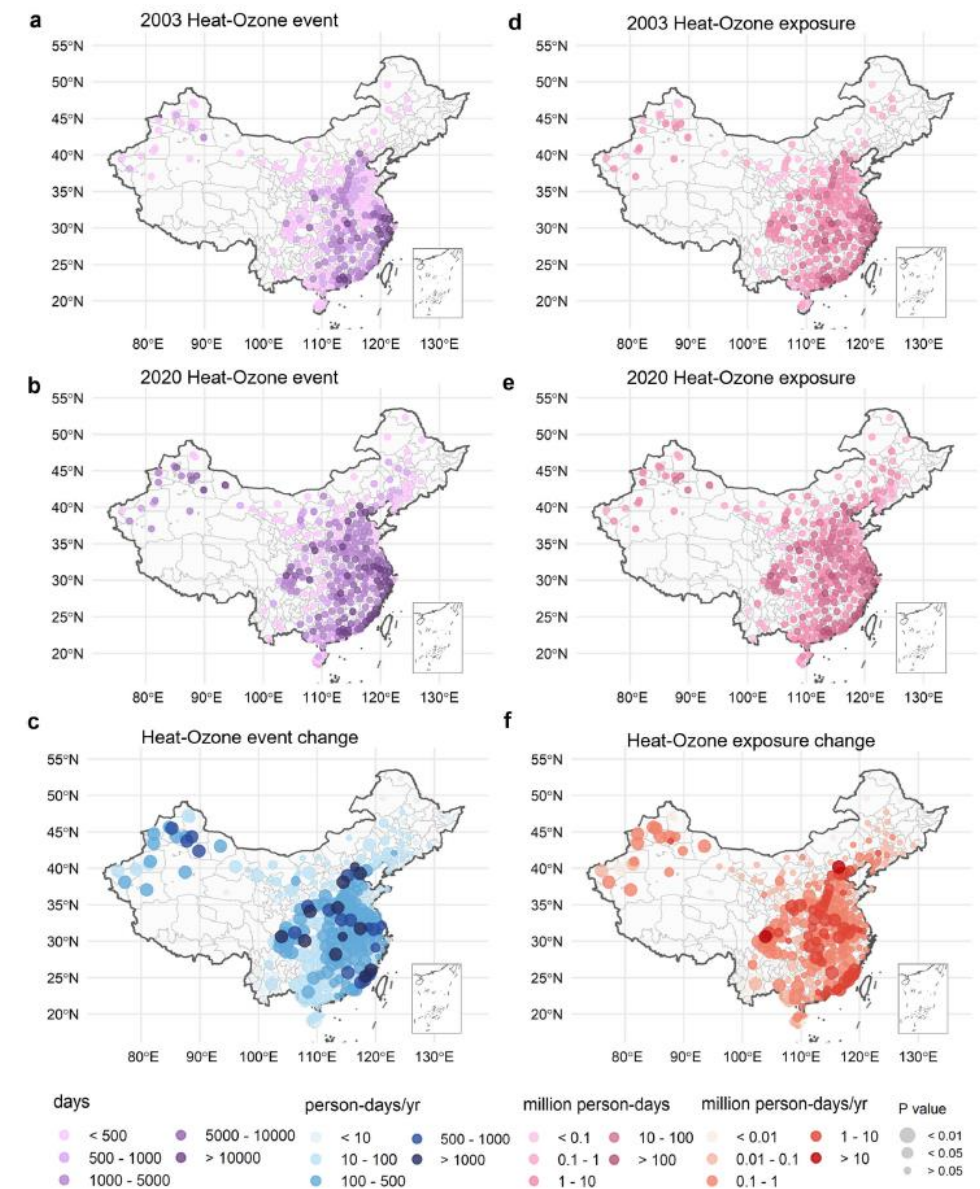


Figure: **City-level compound extreme heat and ozone pollution event days and exposure spatial distribution.**
 a & b) Number of compound events days in 2003, 2020 .
 c) the rate of increase in the total number of days from 2003 to 2020.
 d & e) Person-days of compound exposure in 2003, 2020.
 f) increase in the rate of urban population exposure to compound events from 2003 to 2020.

4. The impacts of extreme heat in Africa

Fragile and insufficient electricity and water infrastructures

Infrastructure in many African cities

characterized by **growing urban populations**
inadequate services

unable to adapt promptly to extreme weather conditions

cannot adequately deal with spiking cooling and water demands.

Source: WMO, *State of Climate in Africa 2021* (Geneva, 2022).

Cape Town case (2018)

critical vulnerabilities in its **energy infrastructure**

age-related deficiencies

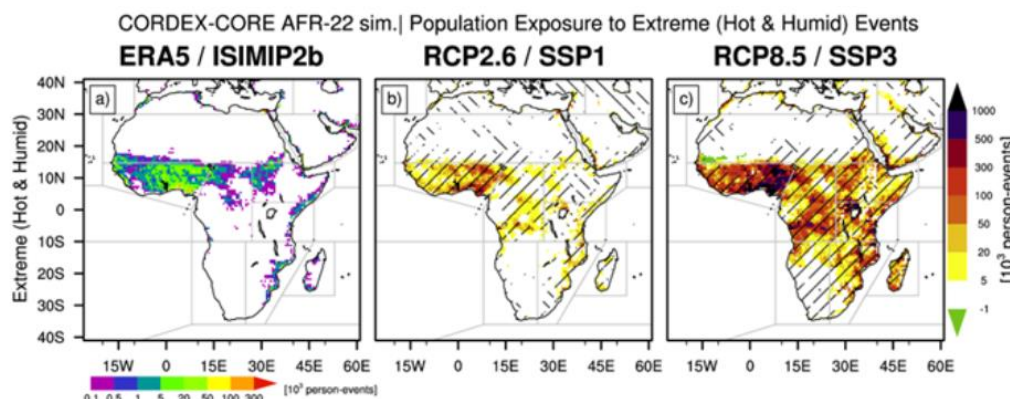
the inability to cope with extreme weather events

Strengthening these infrastructures **requires significant investment**

a daunting **challenge in resource-limited contexts**

budget constraints often hinder development efforts.

World Meteorological Organization, *The State of Climate in Africa 2021*.



Alain Tamoffo 2025.03, Government

Fig. 1: The average number of people affected yearly (from 1981 to 2010) by extreme heat and humidity co-occurring (a). The expected change in the number of people exposed to these extreme conditions by 2069–2098 is shown for two scenarios: one with strong climate action (b) and one with little or no action (c).

Agricultural productivity and labor capacity (In sub-Saharan Africa)

Rising temperatures



Significant decline in crop yields of critical staples

Thermal stress on workers



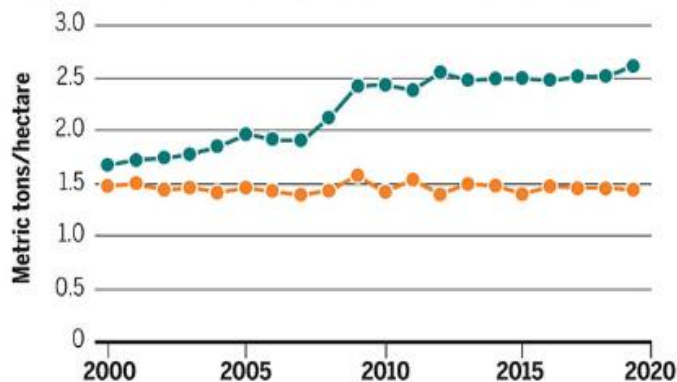
Lower productivity and economic output in agricultural sectors



Food supply in regions reliant on these sectors dwindles

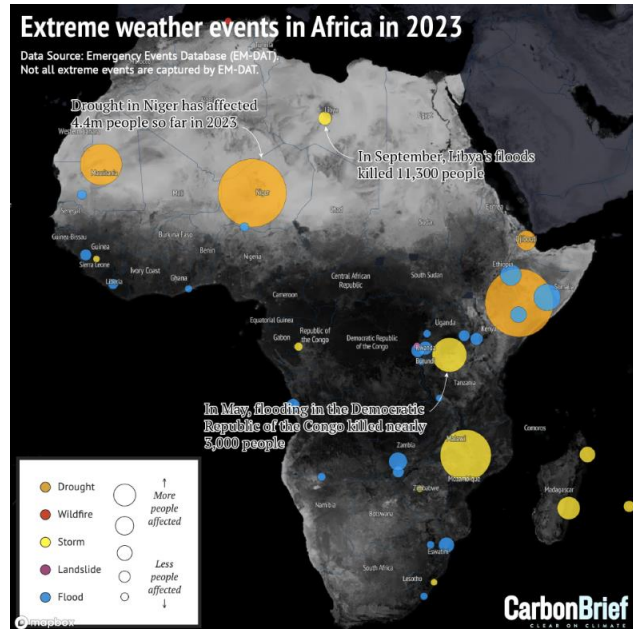
Vicious cycle of poverty and food scarcity

Cereal yields increased in countries that received international support for improved seed systems and mineral fertilizers



Data reflect average maize and rice yields across 10 countries that received technical and financial assistance at the national scale during 2007 to 2017 and 10 that did not. Funding was from the Program for Africa's Seed Systems (PASS) initiative of the Alliance for a Green Revolution in Africa (AGRA). Yields remain fairly stagnant among countries that did not receive such assistance. See (11) for details on data.

Drought and Food & water system



Extreme weather events in Africa in January-October 2023. Data source: [Emergency Events Database](#) (EM-DAT) and Map by Joe Goodman and Tom Prater for Carbon Brief.

extreme heat



Worsening drought

further drive food insecurity across the continent

leading to price increases

lower dietary intakes that primarily affect poorer populations.

food price inflation

reducing overall access to nutritious foods.

accelerated depletion of water sources

III. The connection between extreme heat and energy transition

Extreme Heat and Electricity Demand



Illustration: Aida Amer/Axios

- Extreme heat leads to **significant spikes in electricity usage**
- Increased demand for **cooling devices** (e.g. air conditioning, fans, heat pumps)
- Cooling devices require more energy as **air temperature increases**
- Poor **insulation** in buildings exacerbates energy use



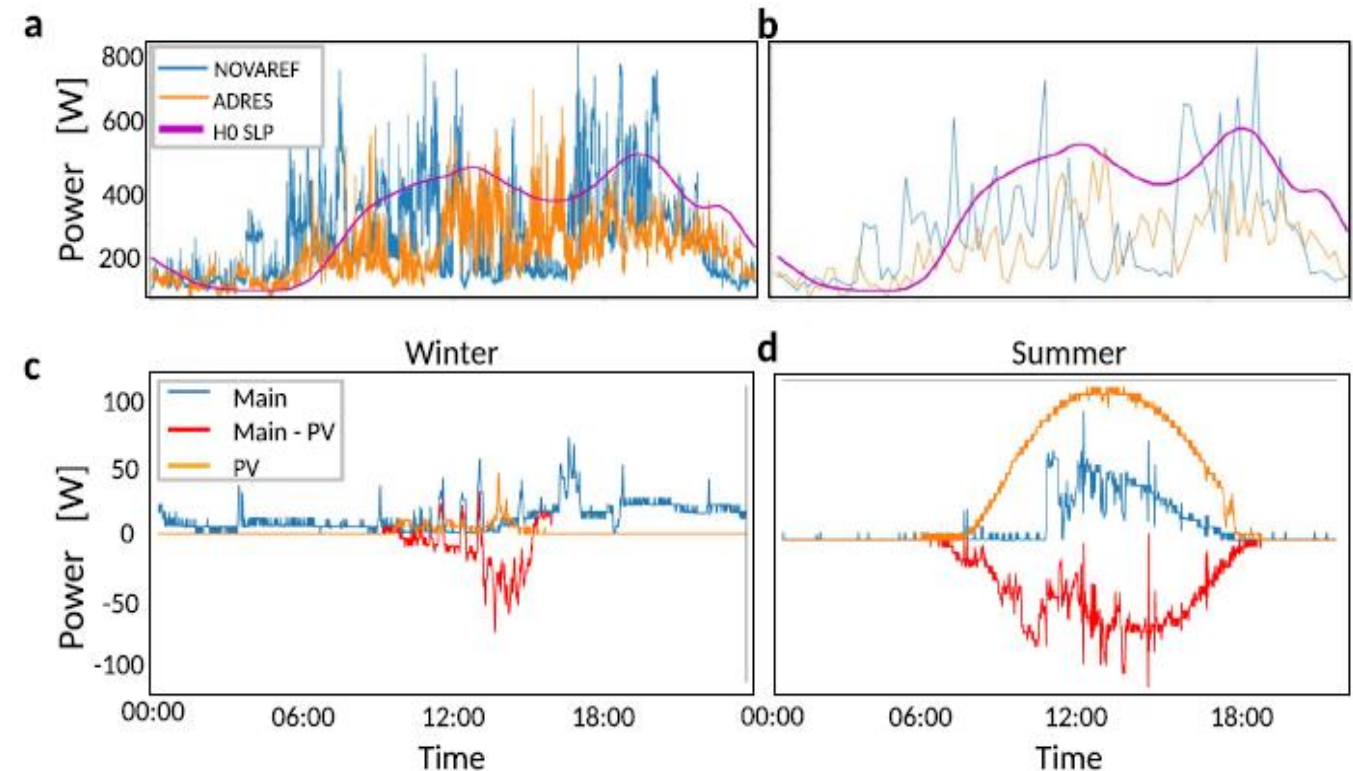
India is the world's fastest-growing market for air conditioners



A woman fans her child with a sheet of paper as a fan sits idle amid a power outage during a heat wave in Jacobabad, Pakistan, on May 11. Aamir Qureshi/AFP via Getty Images

Grid Stress and Infrastructure Risk

- Cooling demand peaks during hottest hours
- Extreme temperatures reduce efficiency of power lines and stress equipment
- Risk of blackouts and grid failure
- Transformers and other infrastructure face reduced lifespan
- Real data show sharp, short-term demand spikes
- Grid models (like H0 SLP) underestimate true load
- Summer PV helps, but not enough to cover peaks



- **H0 SLP vs. real household consumption data** on a winter day
- Data from **NOVAREF** (Germany, 12 houses) and **ADRES** (Austria, 30 houses)
- All datasets **upsampled to 2-second resolution (0.5 Hz)**
- (b) shows the same data at **15-minute resolution**, showing **worse trend mismatch**
- (c, d): show **single household** data in **winter** and **summer** (with and without PV)
- **PV generation** measured at **1-minute resolution**
- Spikes are smaller in (a, b) due to **averaging across households**
- Spikes are more visible in (c, d) due to **single household data**

Demand Response Program in Korea



Emergency power-saving demand response programme by Korea Electric Power Corporation

Why?

Address peak demand surges and ensure grid stability

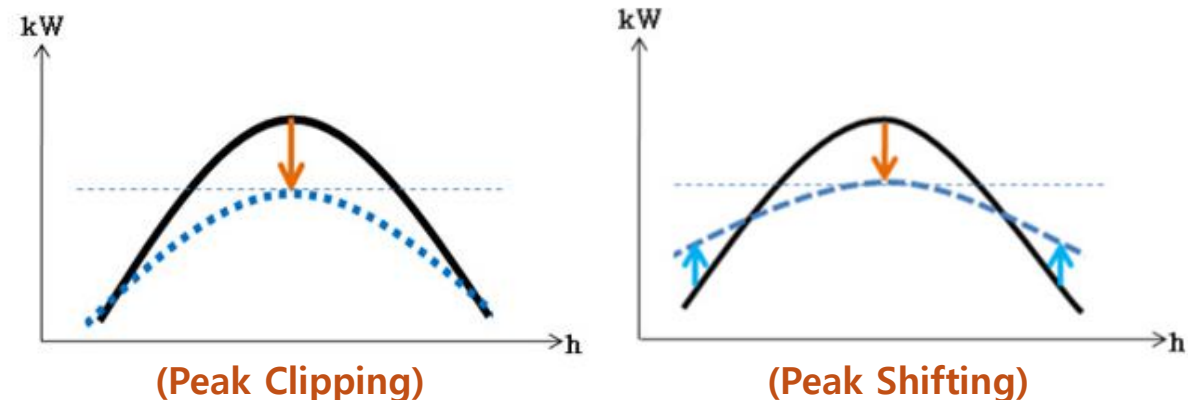
How?

Provide financial incentives to large electricity consumers
Reduce energy usage during peak demand periods

Effect

Stabilizing the grid
Minimizing reliance on fossil fuels
Managing electricity during heatwaves

How to Manage Power Demand



Energy Transition and Extreme Heat Mitigation

Possible Scenario

extreme temperatures
→ lower the performance of solar panels

water scarcity during droughts
→ limit hydropower generation.

Solutions?

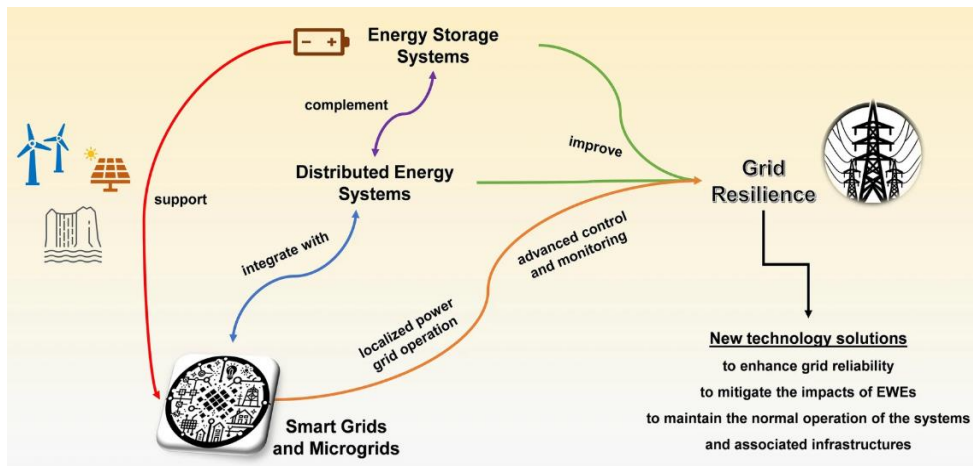
Resilience of energy infrastructure matters.

energy storage systems must be adapted to **manage demand fluctuations** effectively during peak heat periods.

Decarbonizing, adopting **Renewable Energy Sources** solar, wind and hydropower reduce temperature rise

*reduce the carbon footprint of power generation
decrease the frequency of extreme heat events*

Need for **Innovative Solutions** to meet rising electricity demand



Urban Heatwave Policies

Maximizing Policy Impact

- Focus on high ROI policies (e.g., support for vulnerable groups)

Balanced mitigation and Adaptation Strategies

- Address both health impacts and root causes of urban heat

Long-Term Planning

- Heat shelters & green areas → ensure sustainability and equity

Invest in High-Efficiency Cooling Systems

- Reduce energy use & improve public access to cooling

Enhance Collaboration Between Stakeholders

- Local governments, policy makers & communities working together
- Enables efficient execution & fair distribution of resources

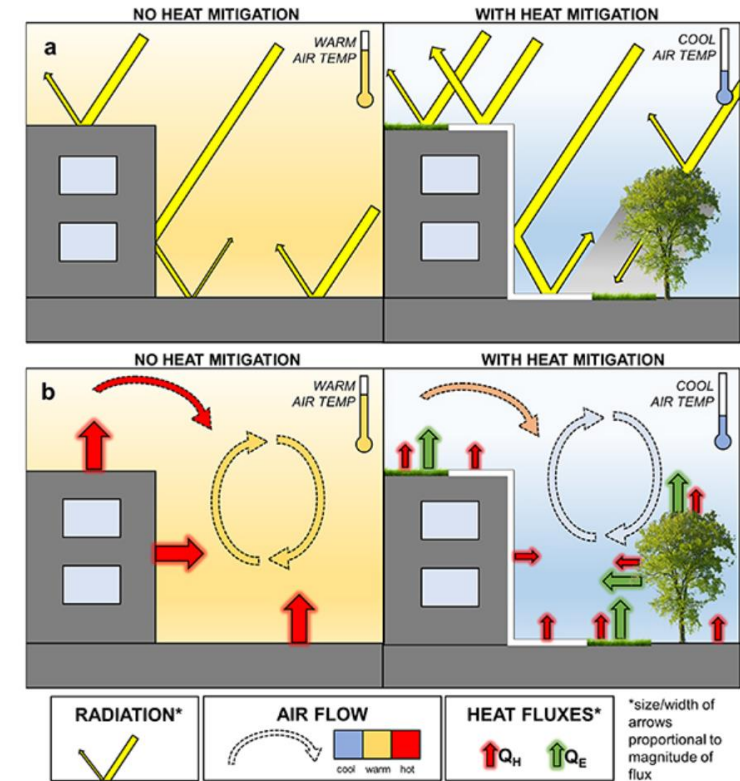


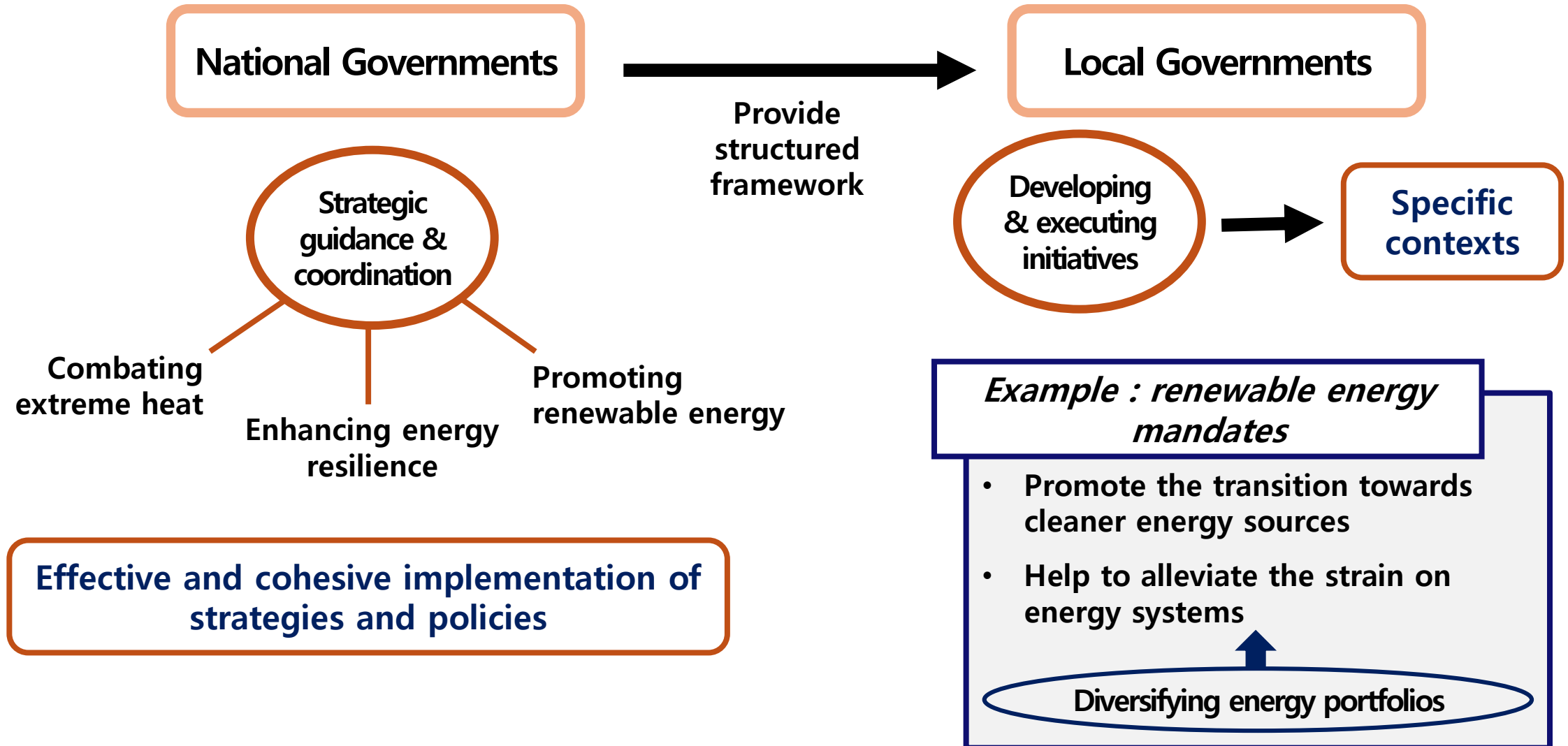
Figure. Urban heat mitigation strategies and their impacts on direct shortwave radiation (a) and convective sensible (Q_H) and latent (Q_E) heat fluxes and resulting air temperature (b).

Source. Krayenhoff, E. S., Broadbent, A. M., Zhao, L., Georgescu, M., Middel, A., Voogt, J. A., ... & Erell, E. (2021). Cooling hot cities: a systematic and critical review of the numerical modelling literature. *Environmental Research Letters*, 16(5), 053007. p.3.

IV. Effective Governance for Addressing Extreme Heat and Accelerating the Energy Transition

Global, National and Subnational Collaboration

Effective Governance at the National Level



Effective Governance at the National Level

National Cooling Action Plans

How?

- Align cooling policies in national development goals
- Address gaps in cooling access
- Ensure 1)energy efficiency, 2)environmental sustainability, & 3)equitable access to resources and cooling technologies

Effect

- Enhance institutional coordination
- Close gaps in policy implementation

Promoting Renewable Energy Solutions

How?

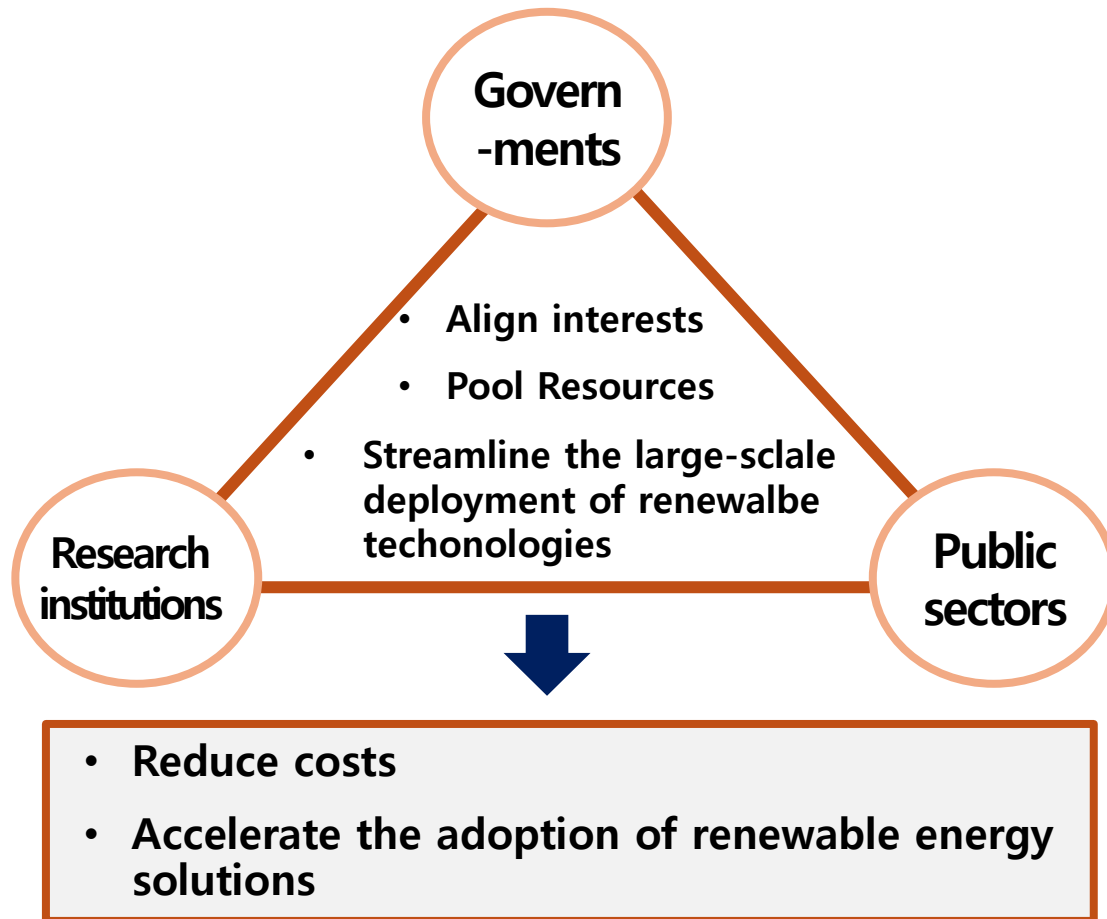
- Develop national energy efficiency standards (e.g. minimum energy performance standards)
- Adopt energy efficiency measures (e.g., better insulation, smart grid technologies)

Effect

- Prevent surges in electricity demand
- Build long-term resilience

Effective Governance at the National Level

Multi-stakeholder Collaboration



Growing complexity of interactions and integration of activities from networking to collaboration

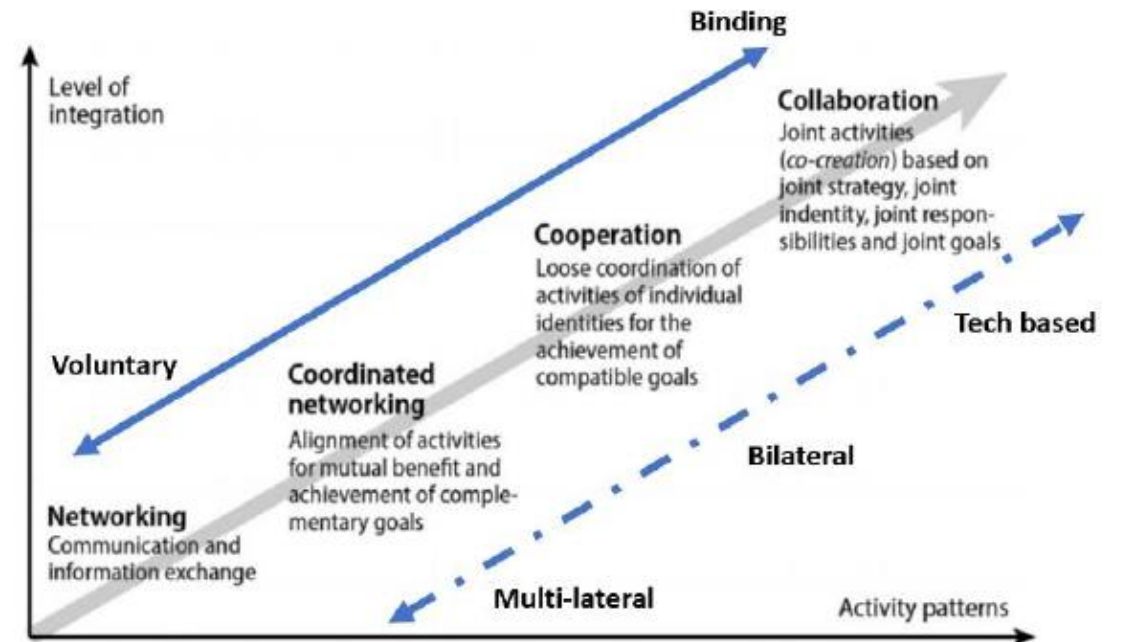


Image Source: Mission Innovation, "Mission Innovation beyond 2020: challenges and opportunities", 2019. . p.16

*Figure: Growing complexity of interactions and integration of activities from networking to collaboration (Russell & Smorodinskaya, 2018).

Effective Governance at the National Level

Infrastructure Investment

Diversifying energy portfolios



Utility-scale
solar farms



Wind power

Enhance reliability and reduce vulnerability
to climate-related disruptions



High efficiency cooling system

Reduce energy consumption and enhance
public access to cooling during heatwaves

More efforts to the regions vulnerable to extreme heat events

Support the immediate energy needs of at-risk population

Contribute to long-term sustainability goals

Days per year
that max
temperature
exceeds 35° C,
by city

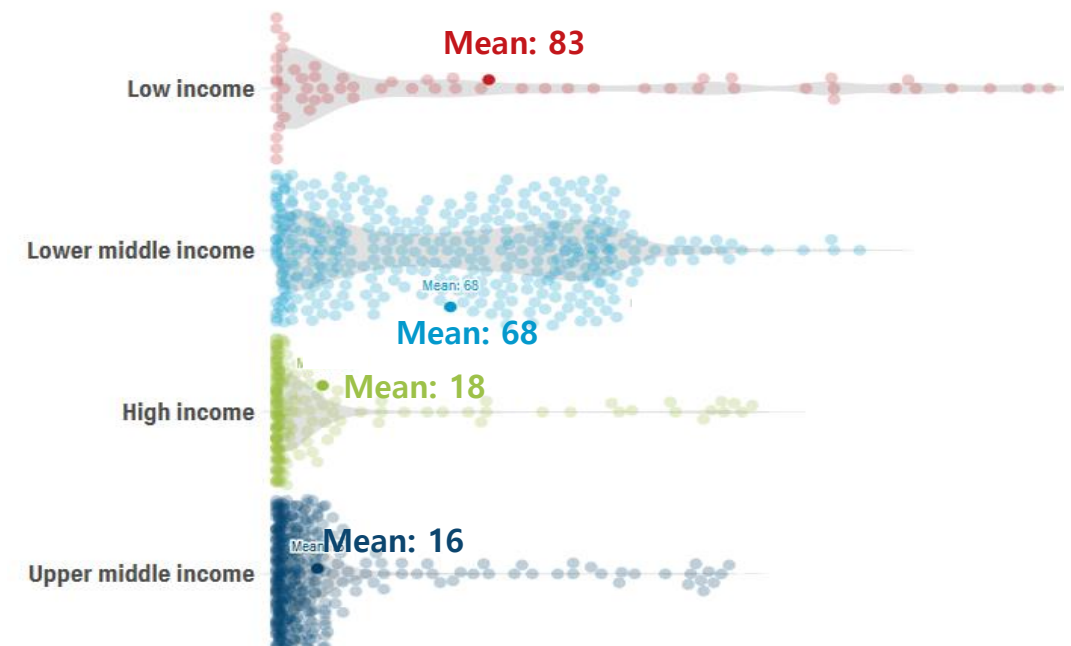


Image Source: 1. <https://www.renewableenergyworld.com/solar/utility-scale/texas-likely-to-add-10-gw-of-utility-scale-solar-capacity-in-the-next-two-years/> International Atomic

2. Energy Agency, Climate Change and Nuclear Power: Financing Nuclear Energy in Low Carbon Transitions (Vienna, 2024).

3. <https://www.wri.org/insights/future-extreme-heat-cities-data>

Effective Governance at the National Level

Advancing New Technologies

Passive cooling systems & Thermal insulation

- Reduced energy consumption during peak heat periods
- Improved comfort and community resilience
- Less pressure on power grids
- Supports effective energy management and long-term savings

Context-Specific & Inclusive Implementation

- Adoption must reflect local environment, community needs, and infrastructure
- Requires local actors' involvement in design and implementation
- Must address vulnerable groups and intersecting sectors: Energy, Health, Labour
- Calls for a whole-of-government approach
→ Fosters coordination and ensures policy coherence

Sustainably cooling buildings

2 Building renovation and design

- Passive solutions
- Active solutions

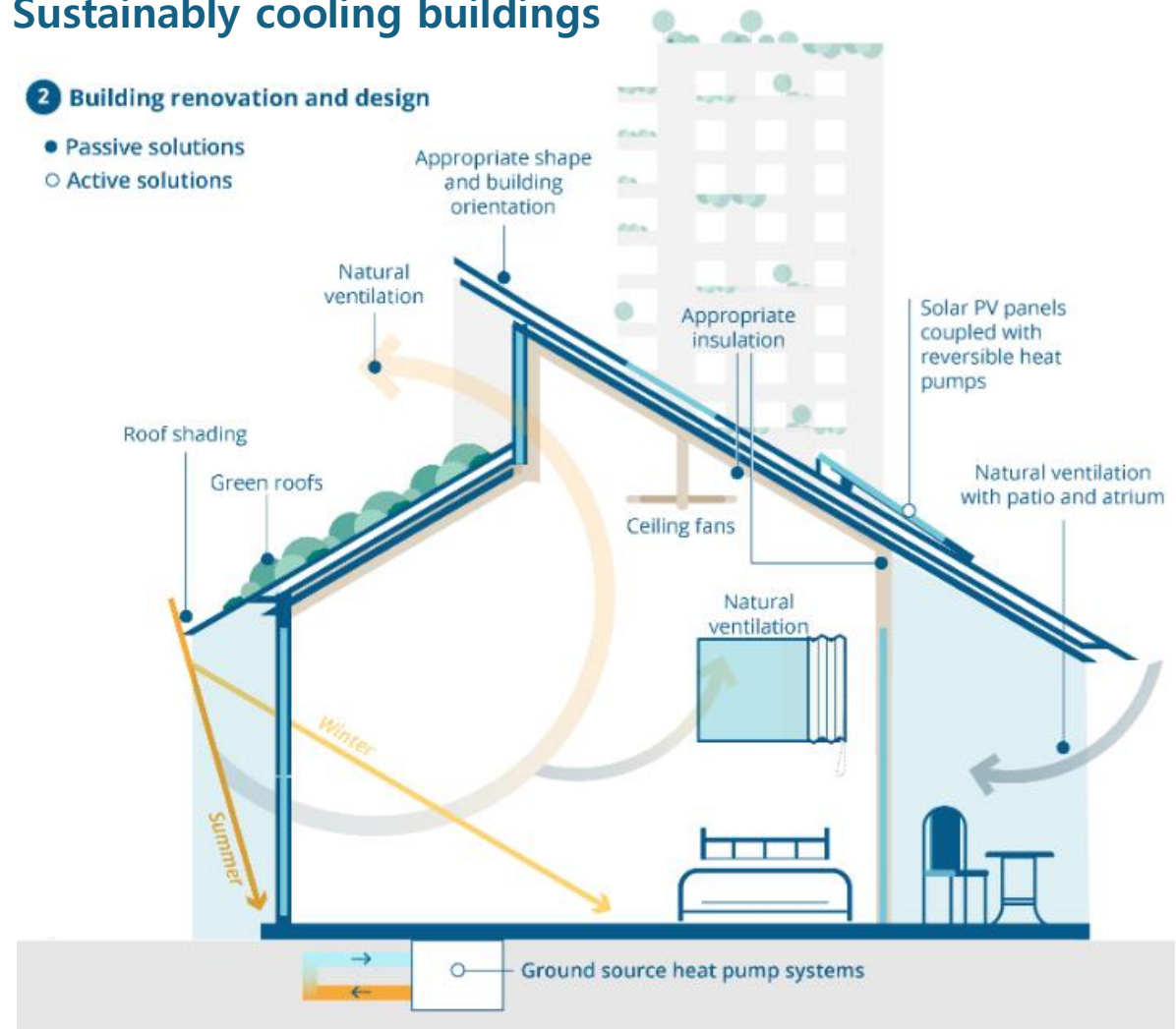
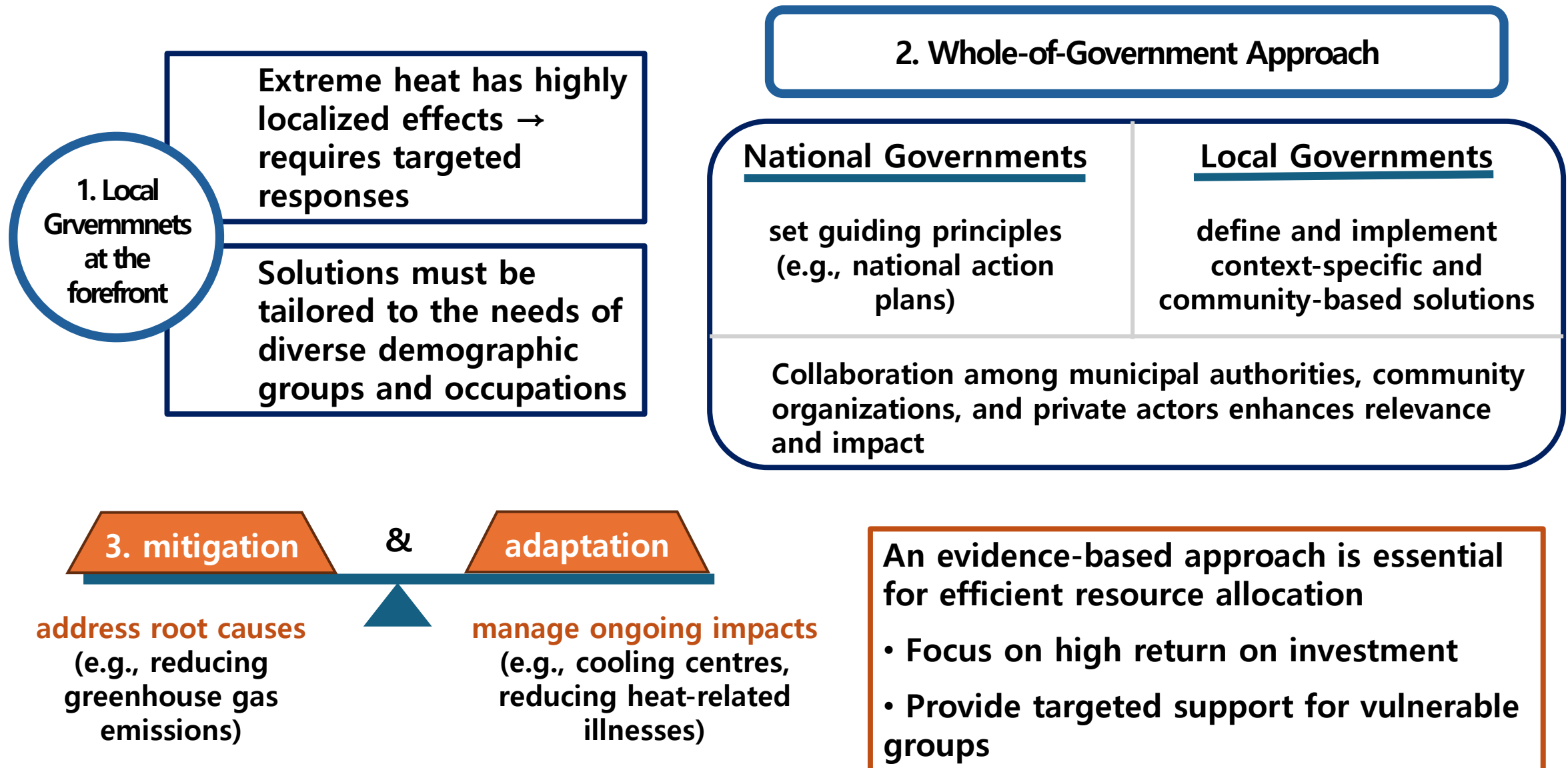


Image Source: European Environment Agency, "Cooling buildings sustainably in Europe: exploring the links between climate change mitigation and adaptation, and their social impacts", 10 November 2022. p.14

Effective Governance at the subnational level



Case Study

by Son, C. H., Ryu, Y. E., & Ban, Y. U. (2024).

Dynamic modeling and policy simulation to reduce heat-related illness risk from urban heatwaves in Seoul, South Korea. *City and Environment Interactions*, 21, 100133.

Background

Despite increased Policy budgets, **the patients of heat-related illness(HP) continues to rise**

Due to the intensification of urban heatwaves, **current urban heatwave policies are insufficient for long-term HP reduction**

Research Questions

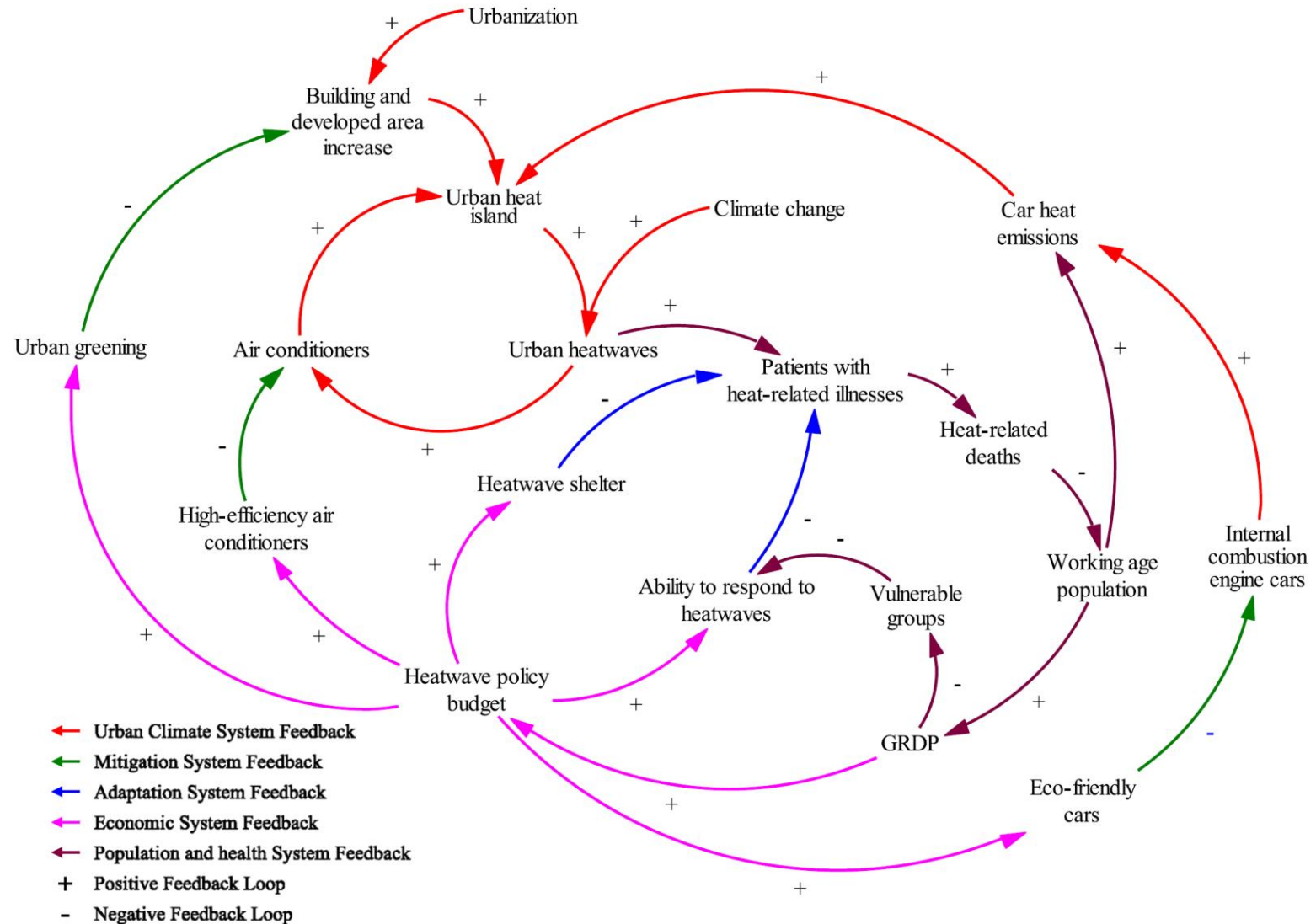
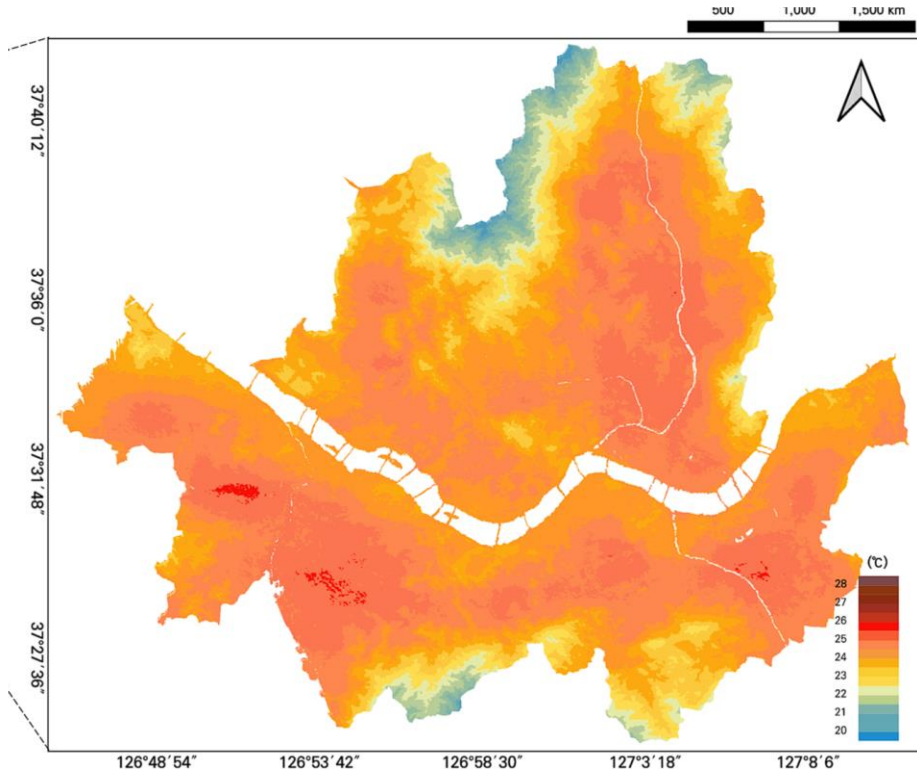
1. Whether a **dynamic urban heatwave policy** could reduce the **incidence of HP** in the future
2. **Identifying the most effective urban heatwave policy scenario** for reducing HP considering the budget

Purpose

Reduce HP by modeling urban heatwave impacts through subsystem analysis and historical data-based simulation

Dynamic modeling and policy simulation to reduce heat-related illness risk from urban heatwaves in Seoul, South Korea.

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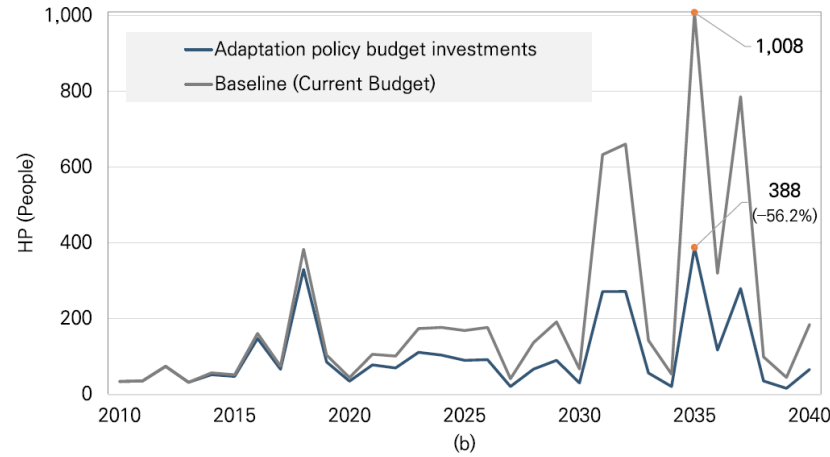
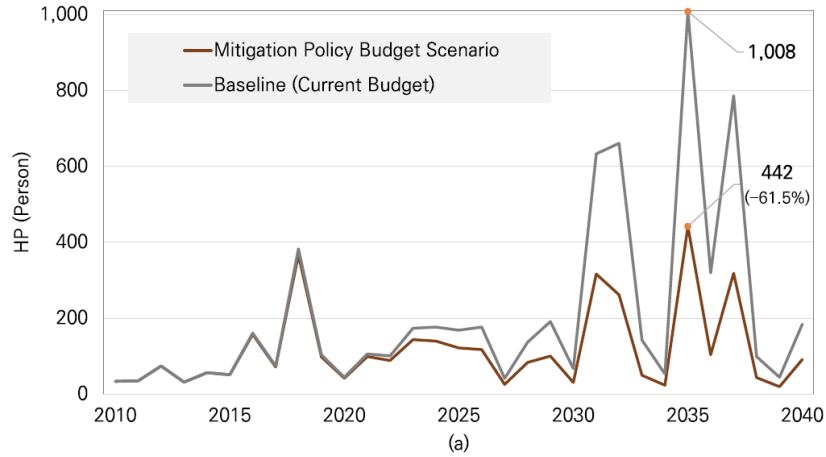


Causal loop diagram of heatwave-related variables for reducing the risks of HP from urban heatwaves. p.4.

Dynamic modelling and policy simulations (Seoul, Republic of Korea)

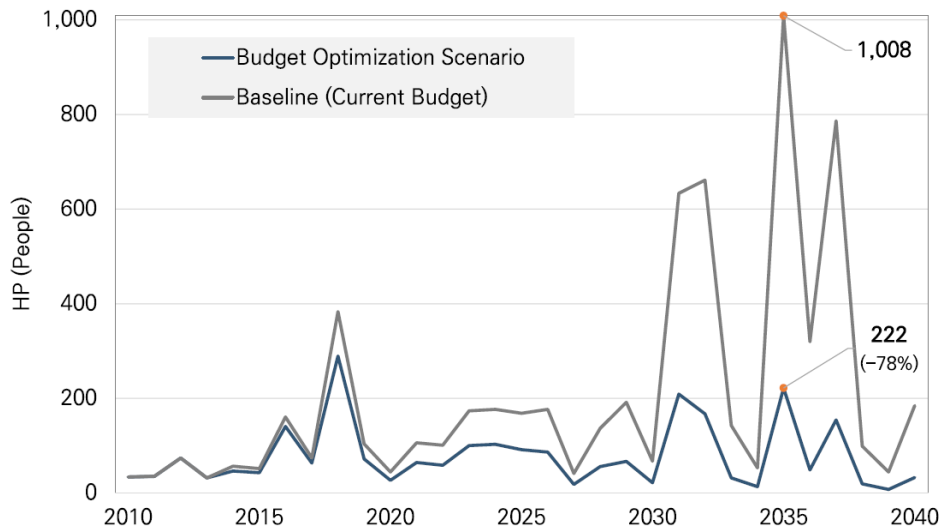
Son, et al.,(2024) p.9

42-3



- Tested budget scenarios for heat-related illness reduction
- **Total Budget:** KRW 440 billion
- **Goal:** Reduce heat-related illness (HP) through mitigation, adaptation, or a combination of both

Effect of budget allocation scenario of mitigation policies (a) and adaptation policies (b) on patients with HP



Strategy	Reduction in HP	Budget allocation
Mitigation only	56.2%	High-efficiency air conditioners, eco-friendly vehicles
Adaptation only	61.5%	Support for vulnerable groups, green areas, shelters
Optimized (combined)	78.0%	81.5% → Support for vulnerable groups 16.7% → High-efficiency air conditioners 0.91% → Heatwave shelters 0.82% → Green area expansion 0.09% → Eco-friendly vehicle expansion

Effect of budget allocation in optimization scenario on patients with HP p.9.

Dynamic modeling and policy simulation to reduce heat-related illness risk from urban heatwaves in Seoul, South Korea. Son, et al.,(2024) p.10



conclusion

Urban heatwave policies alone cannot counteract future climate-induced HP increases

However, policy effectiveness can improve with optimized budget strategies

This study validates a system dynamics (SD) approach using VECM and Bayesian modeling

Results provide a strong basis for evidence-based policymaking

The framework is transferable to other cities and countries for heatwave policy planning

Effective Governance at the subnational level

Data driven Approach

- maximize the impact of urban heatwave policies

long-term planning

- integration into climate resilience strategies (e.g., Heatwave shelters, Cooling and misting stations, Green area expansion)

1. sustainable and equitable resource allocation

3. Integrating Heat Strategies into Existing Schemes

- Subnational interventions can leverage sectoral programmes (e.g., Passive cooling in State-funded low-cost housing)
- Enhances community resilience and maximizes limited financial resources

Higher Government

financial & technical assistance

Local Government

essential actors, yet often lack capacity

Training, capacity-building, coordination guidelines, stakeholder engagement

2. Whole-of-government Approach

- Enables subnational action aligned with national resilience goals
- Promotes effective coordination across regions and population groups

Thank you!