

مبادرات محمد بن راشد آل مکتوم العالمیة Mohammed Bin Rashid Al Maktoum Global Initiatives 

## Mohammed Bin Rashid School Of Government POLICY BRIEF

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#### Summary

Over the past two decades, the measurement of human well-being has also received a lot of attention. Indeed, in the policy sphere, the measure of well-being has become a routine activity. Therefore, happiness has recently been incorporated into many national constitutions as a mark of the realization that happiness is an essential component of successful governance for the increased well-being of society (Global Happiness and Well-being Policy Report, 2019). Recently, the General Assembly of the United Nations unanimously approved a resolution (A/ RES/309/65) that calls for viewing happiness as a holistic approach to development and for considering additional measures that better capture the importance of the pursuit of happiness and well-being in progress to guide public policies. To conduct this, the science of happiness has become a source that governments reference to ensure that citizens' well-being is a feasible goal for governments and public policy strategies.

This paper presents a synthetic review of three different approaches to measuring well-being in the United Arab Emirates (UAE) context. The UAE government's vision is to become one of the happiest nations in the world by the 50th anniversary of its nationhood in 2021. It presents evidence on the importance of social indicators, well-being and the extent to which they are correlated with GDP per capita. It considers subjective measures of happiness and life satisfaction. The second part of the paper describes the progress made in several countries to measure well-being and applies those measures in national government policy settings to deal with more recent initiatives undertaken at the international level to improve the measurement systems.

## Using Global Practices & Policies to inform the UAE Quality of Life & Wellbeing in the 21<sup>st</sup> Century

Irina Godchaux-Berezhnova & Immanuel Azaad Moonesar

### Introduction

In recent times, governments are giving more and more attention to people's happiness and welfare. There are three main reasons for it, according to Sachs, 2015. First, more and more nations are learning that economic growth alone is not enough to produce happiness. Second, as psychological science has demonstrated, happiness and well-being can now be measured and studied with rigor. Third, there are new and effective public policies for raising societal well-being. Even though the world is becoming remarkably wealthier and improvements in social and medical sectors (life expectancy rose from 35 years in 1900 to over 72 years in 2019), we can still see lots of unhappiness from enormous inequality of distribution of the global income. Around 1.2 billion people live in high-income countries, with an average income of approximately \$47,000, while about 700 million people in low-income countries live on just \$2,000 per person per year (World Bank, 2017).

Over the past two decades, the measurement of human wellbeing has also received a lot of attention. Indeed, in the policy sphere, the measure of well-being has become a routine activity. Happiness, therefore, has recently been incorporated into many national constitutions as a mark of the realization that happiness is an essential component of successful governance for the increased well-being of society (Global Happiness and Well-being Policy Report, 2019). Recently, the General Assembly of the United Nations unanimously approved a resolution (A/RES/65/309) that calls for viewing happiness as a holistic approach to development, and for considering additional measures that better capture the importance of the pursuit of happiness and well-being in progress to guide public policies. To conduct this, the science of happiness has become a source that governments reference to ensure that people's wellbeing is a feasible goal for governments and public policy strategies.

This paper presents a synthetic review of three different approaches to measuring well-being in the context of the United Arab Emirates (UAE). The vision of the UAE government is to become one of the happiest nations in the world by the 50th anniversary of its nationhood in 2021. It presents evidence on the importance of the well-being of social indicators and on the extent to which they are correlated with GDP per capita. It considers subjective measures of happiness and life satisfaction. The second part of the paper describes the progress that has been made in several countries to measure well-being and applies those measures in national government policy settings to deal with more recent initiatives undertaken at the international level to improve the measurement systems.

### The Policy Issue

There is limited evidence on a unique measurement tool that could tell us about the quality of people's lives, how happy they are, how satisfied they are with their life overall. There are different types of measurements and indicators being used to define peoples' wellbeings: from economically-centered ones (GDP per capita, GDP PPP), or social indicators like UN HDI (considering a few life parameters and achievements) or subjective measures of happiness/satisfaction (Cantril scale/World Happiness Index etc.) As we are interested in the quality of life, part of it, level of income - can people feed themselves, can they afford health care and basic amenities. And simple measures like income per person can give us just a rough reflection of the well-being of an individual. Since its creation, economists who are familiar with GDP methodology have emphasized that GDP is a measure of economic activity, not economic well-being (Costanza et al., 2009). In fact, by measuring only marketed economic activity, GDP ignores changes in the natural, social, and human components of community capital on which the community relies for continued existence and wellbeing (Costanza et al., 2009). Another concern that has been raised about GDP as a measure of progress is the 'threshold effect.' As GDP increases, the overall

quality of life often increases up to a point. Beyond this point, improvements in material well-being have the negative side-effects of growing income inequality, loss of leisure time, and natural capital depletion (Max-Neef 1995; Talberth, Cobb, et al. 2007). It is also shown by Constanza et al. that it can bring lowering community cohesion, healthy relationships, knowledge, wisdom, a sense of purpose, connection with nature, and other dimensions of human happiness.

GDP ignores changes in the natural, social, and human components of community capital on which the community relies for continued existence and wellbeing. As a result, GDP not only fails to measure critical aspects of quality of life; in many ways, it encourages activities that are counter to long-term community wellbeing. Of particular concern is that GDP measurement promotes the depletion of natural resources faster than they can renew themselves (E. Giovanni and J. Hall, 2011).

Considerable progress has also been made in developing a comparable set of social indicators, particularly since the 1980s. Social indicators provide a complementary approach to GDP-derived proxies for well-being. In this section, four indicators have been chosen for each of the four domains – self-sufficiency, equity, health status, and social cohesion – used by the OECD to classify its own social indicators (E.Giovanni and J.Hall, 2001). The selection of these indicators, while subjective, is based on both their importance to social well-being and their availability, to allow meaningful cross-country comparisons.

The commonly used Human Development Index (HDI) of the United Nations is a summary measure for assessing long-term progress in three basic dimensions of human development: GDP per capita (in PPP), life expectancy at birth, adult literacy rate, and combined primary, secondary, and tertiary, gross enrolment ratios. This already means an improvement over GDP. A primary disadvantage of the HDI in comparison with the other indicators is complete neglect of (environmental) sustainability.

There were always attempts to come up with a direct or subjective measure of happiness – by asking individuals how satisfied they are with their lives. A subjective measure of well-being can reflect different underlying concepts or be affected by various cultural and linguistic differences. Subjective well-being (SWB) contributes to health and mental health. It is a significant objective of the new World Health Organization health policy framework, 'Health 2020'. The most frequently used tool for self-assessed happiness is the Cantril ladder, which is an item asking respondents to imagine themselves on a ladder with steps numbered from zero at the bottom to ten at the top, where zero represents the worst possible and ten the best possible life. This is the methodology used for ranking Cities' Happiness and the World Happiness Report. Gross National Happiness (GNH) is also frequently mentioned as an alternative measure of progress. The King of Bhutan originally suggested it in the early 1980s as a more appropriate measure for his small kingdom than GDP. It was not an actual index, but a principle for guiding Bhutanese development in a consistent with the country's culture and spiritual values rather than by focusing on increasing economic activity. Since 2004, the Bhutan government has sponsored four international conferences on GNH. Bhutan has established a Gross National Happiness Commission, but a specific methodology for measuring GNH has not yet been defined (Ura and Galay 2004).

The Index of Sustainable Economic Welfare (ISEW), later revised and re-named the Genuine Progress Indicator (GPI), is a measure that uses GDP as a foundation. It was first proposed in 1989 by Daly and Cobb in their book For the Common Good. In particular, Daly and Cobb wanted an index that accounted for both current environmental issues and long-term sustainable use of natural ecosystems and resources. In 1995, a group called Redefining Progress issued a revised methodology and changed the name of the measure to the Genuine Progress Indicator (GPI). While GDP is a measure of current income, GPI is designed to measure the sustainability of that income, essentially measuring whether progress is a result of living off the interest of community capital or spending it down. GPI corrects deficiencies of GDP and neutralizes income inequality and the unsustainability of production and consumption (M. Anthal, 2014).

An ideal indicator of social welfare is not available. This would require an approach that takes its starting point in the findings of research on happiness and subjective well-being. Still, even this is unlikely to deliver a perfect, empirical indicator of social welfare. ISEW can be regarded as the most balanced alternative available right now, is a definite improvement over GDP (M. Anthal, 2014). All of the indicators mentioned so far, including GDP, are based on the aggregation of a large number of variables into a composite index. The purpose of proper national indicators is to act as a dashboard or a compass— providing a signal or sign as to whether national-level policies and programs are moving us in the right direction. Given the complexity of the problems confronting humanity, a single indicator will most likely not be sufficient; a comprehensive set of integrated indicators may be most effective at providing a signal as to whether national-level policies and programs are moving us in the right direction. (Constanza, 2009).

There are many reasons why the measurement of happiness is essential - three distinct policy uses for happiness data stand out. First, to monitor the progress of the well-being of people. Second, serving as a basis for policy formulation and finally informing policy evaluation. It is worth clarifying that although governments can design and align policies to provide the means to lead happier lifestyles, they cannot guarantee individual happiness, nor can they enforce happiness. While governments should aspire to provide the best possible context for joy, it is ultimately in the hands of individuals and communities to choose to be happy.

Increasing citizen's well-being is integral to achieving the UAE's 2021 Vision. The vision of the UAE government is to become one of the happiest nations in the world by the 50th anniversary of its nationhood in 2021. Including all public and private sector industries in the UAE and Dubai, and delivered through targeted policies, programs and partnerships at the local and international levels, the UAE has made much progress on its well-being journey in 2018.

The research on happiness is a serious stream of work and therefore requires good quality data. The UAE wholeheartedly shares this belief in considering happiness a key measure of social progress and an objective that the government should integrate within its national implementation plans. A vision of happiness for the UAE means that policy-makers will seek to create a society where people's happiness is paramount, by sustaining an environment in which they can truly flourish. It is important to note here that "happiness" does not indicate the momentary, often short-lived feelings. Instead, it refers to sustainable, authentic happiness, the happiness of society, that is, creating the most happiness for most people. Moreover, happiness ensures that laws and policies are designed in such a way that promotes societal well-being, by "Adopting Well-being Approach in Central government through policy mechanisms and practical tools".

## Size of the Policy Issue

The World Happiness Report ranks UAE 20 or 21 in the world happiness index during 2017-2020. Also, United Arab Emirates maintained its first place in the Arab world for the sixth consecutive year, according to the latest edition of the World Happiness Report for the year 2020. UAE Cities in the lead in 'Cities Happiness Index' The 2020 report included a unique indicator that captures happiness on city level. This index ranks 186 cities around the world by assessing city inhabitants' level of happiness and their general evaluation of their lives in the city. Abu Dhabi and Dubai ranked the happiest cities in the Arab region. The significance of this index is underlined by the fact than half of the world's population are urban dwellers and live in large cities.

UAE' is the third world highest in GDP per capita in purchasing power terms, 52, 435 USD. United Arab Emirates' HDI value for 2018 is 0.866- which put the country in the very high human development category-positioning it at 35 out of 189 countries and territories. Between 1990 and 2018, United Arab Emirates' HDI value increased from 0.723 to 0.866, an increase of 19.8 percent. Between 1990 and 2018, United Arab Emirates' life expectancy at birth increased by 5.9 years, mean years of schooling increased by 5.3 years, and expected years of schooling increased by 3.3 years. United Arab Emirates' GNI per capita decreased by about 39.6 percent between 1990 and 2018. UAE's average life expectancy now exceeds 76 years approaching the levels of most developed countries. Nearly 93% of the population are literate now, in comparison with 48% in 1970.

## The Underlying Factors

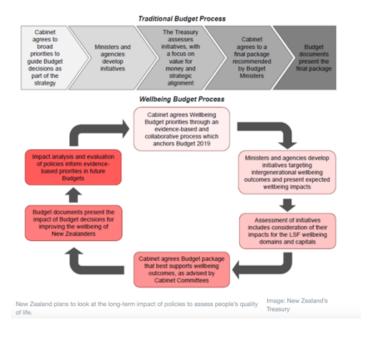
### Governance

The UAE government launched the National Wellbeing

Strategy in November 2018, a holistic plan to achieve well-being in the UAE. The strategy is based on a framework with three main themes: Thriving Citizens, Connected Communities, and a Flourishing Country. The strategy aims to achieve nine strategic objectives, such as promoting a healthy and active lifestyle and inspiring positive thinking. Thriving citizens focus on developing and promoting a healthier lifestyle, both mentally and physically; Connected Communities underpins stable, connected families and homes characterized by a reliable value system. It compasses strategic objectives that support building a tolerant, cohesive, and resilient community. Lastly, a Flourishing Country underlines the promotion of socio-economic conditions that create opportunities and enhance living standards. In addition to the advancement of efficient and transparent institutions, a Flourishing Country focuses on the provision of the infrastructure necessary to promote well-being, such as cultural events and activities that celebrate cultural diversity in the UAE. Reducing social inequality and ensuring social integration is key to achieving stability and harmony in society and is part of UAE's pledge on 'leaving no one behind'. Inclusion of vulnerable categories like People of Determination, Senior Citizens, Widows, Divorcees, and Families in Distress is at the heart of UAE's Social Policies and Strategies. The Ministry of Community Development (MOCD) takes special care of people with determination by providing them with unique services to ensure they receive equal education opportunities and vocational training.

### Financing

The allocation of public spending is a major contributing factor in achieving policy objectives. The budget process discussion can integrate monitoring a dashboard of well-being indicators, in order to complement the standard economic and fiscal reporting - a practice which has been adopted in France since 2015 (the "New Wealth indicators," led by the Prime Minister's Office); in Italy since 2017 (the "Economic and Financial Document," directed by The Ministry of the Economy and Finance) and Sweden also since 2017 ("New Measures for Well-being", also led by the Ministry of Finance). A more ambitious step is to assess budget proposals for their expected impact on well-being as part of the decision-making process.



One example is the European Union's proposed budget for Cohesion Policy 2021-2027 (European Union, 2018). To mirror the evolution of economic and social cohesion in Europe since the financial crisis, the EU Directorate-General for Regional and Urban Policy (DG REGIO) proposed modifying the method for the allocation of funds across European regions. This followed a series of discussion papers, considering how the fund could be redesigned around a broader range of needs (e.g., Vandermotten and Van Hamme, 2017; Bachtler, Mendez, and Wishlade, 2017). A significant challenge for deeper integration of wellbeing in budget decision-making will be developing the evidence base and tools for assessing the wellbeing impacts of proposals. This includes in particular methods of cost-benefit analysis, as well as projections of different policy scenarios - which in Italy have so far only been applied to a limited set of indicators where the most exceptional knowledge currently exists. The figure below represents the changes in the New Zealand budget process to deliver the first well-being of the budget in 2019.

#### Delivery

Creating new institutional positions or structures to promote the use of well-being evidence in government provides an obvious way to show a break from the status quo. Examples of existing practice range from creating specific high-level roles across the globe, including:

- designating a Minister for Happiness in the United Arab Emirates;
- new accountability mechanisms (e.g., appointing the Future Generations Commissioner in Wales);
- creating a new government department (e.g., the Buen Vivir Secretariat in Ecuador);
- forming a separate agency (e.g., the What Works Centre for Wellbeing in the United Kingdom).

New responsibilities can also be assigned as part of reforms to existing structures, such as giving the Treasury or Ministry of Finance a cross-cutting responsibility for well-being or sustainability (Whitby, Seaford, and Berry, 2014), as has happened in New Zealand under the new Minister of Finance appointed in 2017. Several national governments, in OECD countries and beyond, have also implemented some changes into the measurement agenda by establishing frameworks and indicator sets that are published and updated regularly. Most of these frameworks have been developed within the past decade, although some contexts and frmeworks date as far back as 1974 (e.g., the Netherlands' Life Situation Index). All of the structures have taken a multi-dimensional approach, typically combining data about people's economic circumstances and material living conditions with indicators that consider a wide range of quality of life factors. While the indicators underpinning these frameworks are often derived from objective sources, household surveys are also an important data source, and most initiatives also feature measures of subjective well-being (for example, considering people's satisfaction with life).

# Policy Recommendations and Interventions

Better public policies on happiness and well-being require useful quality data. Governmental policies can address different dimensions of happiness and quality of life – healthcare, inequality, income, and social benefits, environment, safety, and others. But to ensure their proper design and implementation of the policies as well as to track their effectiveness over time, they require sound measurement systems and frameworks. Based on the existing evidence and global benchmarks, we can recommend the following initiatives to integrate well-being metrics in policy decision-making more systematically.

### **Quality of Life Indicators**

Development of research on indicator(s) is necessary to explore and study alternative wellbeing measures that can provide a better indication of success and progress and actions that focus on specific areas such as innovation, health, trade, etc. Well-designed indicators and evidence can shape policy in many ways from influencing public debate on strategic priorities and emergent issues, through to use in studies commissioned by government agencies to evaluate the impact of specific policy programs. The UK was one of the country's leading the way in developing and measuring the National Well-being program (NWB program). In 2010 the Prime Minister asked the Office for National Statistics to devise a new way of measuring well-being in Britain. In 2014, the UK Government set up the What Works Centre for Well-being responsible for research from universities on the impact that different interventions and services have on well-being, the results are published and updated annually. The MNW program began with a six-month national poll asking people, 'what matters,' to understand what should be included in measures of national well-being (they ran 175 events around the UK, involving around 7,250 people and received more than 34,000 responses). Analysis of the findings, existing research, and international initiatives led to the development of a framework for measuring national well-being that consists of a set of 10 areas or 'domains' and 40 headline measures of well-being. Headline measures reflect the quality of life, the state of the natural environment as well as the performance of the economy, and people's assessment of their well-being. The measures are grouped into a set of domains covering areas such as individual well-being, health, personal relationships, and professional life.

## Regulatory Infrastructures for Evaluation and Monitoring

Appointment (or creation) of some governmental institution(s) or agencies responsible for the development, design, and implementation of the Monitoring & Evaluation Framework of well-being policies/initiatives. Countries that have explicitly introduced well-being frameworks and indicators into their strategic development planning include Colombia (through "Presidential Dashboards" developed by the Ministry for National Planning), Ecuador (via the policy goals included in the Nationals Plans for Buen Vivir, carried out by the Ministry of Planning), Paraguay (which has adopted the Social Progress Index as a wellbeing monitoring tool in its National Development Plan 2030) and Slovenia (in the Slovenian National Development Strategy 2030, adopted by the Slovenian government in 2017). The Scottish National Performance Framework is a further example of clarifying the government's strategic objectives through a wide-ranging set of wellbeing, inclusiveness, and sustainability indicators. In Finland, the strategic debate in government is supported by the Strategic Government Program Indicators, which use a variety of data, including well-being metrics. To some extent, the 2030 Sustainable Development Goals and targets, which were adopted by all United Nations member states in September 2015, can also be seen as a form of development planning and performance monitoring, organized around a set of multidimensional well-being objectives with specific targets and indicators. Ireland has implemented Well-being Framework in Education by appointing a Well-being Steering Committee responsible for the oversight of the implementation, coordination, and review of this Well-being Policy and Framework for Practice. The work of the Steering Committee is coordinated by the Ministry of Education. A Well-being Implementation Working Group leads on this work and provides regular progress reports to the Steering Committee and to the relevant Ministries.

## Building Capacity and Strengthening Systems

Develop and improve capacity in developing well-being evidence and implementing it into the policy processes amongst civil service servants. Strengthen research capacity in the related governmental institutions and higher education facilities concerning studying different aspects of quality of life by implementing training programs/ courses/adding relevant modules and classes to the Master / Bachelor study programs in Social Studies/Public Policy and Public Health. It will give the executive level students the necessary skills to assess any new policy for its impacts on well-being. This way, well-being analysis can be implemented in all departments, and departmental business plans should be expected to address their contribution to well-being. Bringing wellbeing monitoring efforts closer to policy-makers is an essential first step - to raise awareness and shape the public policy dialogue and to coincide with strategic decisions. The establishment of a 'What Works Centre' for Well-being in the UK in 2014 was a welcome step in the right direction. The center works with 15 universities, 7 NGOs, and the OECD to do research synthesis of what works, secondary analysis, and methodology development initially in four areas of well-being.

### **Research and Development**

Develop a research grant system in the field of well-being measurement to encourage Higher Education Institutions in the UAE conducting different social research studies to investigate various aspects of the social life of the residents in the UAE and in the Gulf region - income, job satisfaction, safety, social cohesion, domestic violence, etc. Leading UAE Research and philanthropy institutions can possible be good collaborators on this initiative: UAE University, Emirates Foundation, and Al Jalila Foundation have a functional capacity and developed research scope on social issues. Their involvement would also stimulate interdisciplinary research in quality of life studies within managerial (policy), behavioral, social, medical, and environmental sciences. The Ministry of Education and the Ministry of Higher Education can also be stakeholders and partners in this initiative as they have an excellent collaborative research grant program that could potentially allow this domain of research. The involvement of the Education Ministry will allow encouraging collaboration among researchers

resulting in the development of research capability critical mass in the focus areas of the UAE Science, Technology, and Innovation Policy. Cross-cutting, multidisciplinary approaches to addressing open research questions are best suited to achieving novel results. United Arab Emirates University (UAEU) is a leading research university in the UAE with well-established partnerships with institutions, organizations, and companies in public as well as the private sector in the UAE, in the region and internationally. This is done to further research in fields of vital concern to UAE society-related to oil and gas, water, health care, agricultural productivity, environmental protection. A good case study example can be taken from the UK. Research and Innovation Council UK works in partnership with universities, research organizations, businesses, charities, and government to create the best possible environment for research and innovation to flourish. Operating across the whole of the UK with a combined budget of more than £7 billion, UK Research and Innovation brings together the seven research councils, Innovate the UK and Research England.

## **Policy Implementation Considerations**

The options that we propose to address the problem, however, have a certain number of limitations and barriers. Developing a robust and well-validated series of measures take time, and what is currently proposed is only the start of a longer process. The measurement of well-being is central to public policy. There has been increasing interest in the UK and around the world in using measures of subjective well-being (SWB) at each of these levels. Policy progress monitoring requires a frequent measure of well-being to determine fluctuations over time that can also be a time-consuming process. Informing policy design across the UAE requires us to measure well-being in different populations that may be affected by the policy. For example, Friedli and Parsonage (2007) cite subjective well-being (SWB) research as a primary reason for building a case for mental health promotion. More specifically, SWB could be used to make a strong case for unemployment programs, given the significant hit (Clark et al., 2004; Clark, 2010) in SWB associated with any periods of unemployment.

## Way Forward

The UAE has become one of the global leaders by measuring national well-being. Yet, despite significant advances, well-being evidence is not, however, is widely used to inform policy. Our review set out to demonstrate what can and should be done. We reviewed this through the lens with a focus on how policy could enhance well-being without increasing public spending. Well-being evidence has real, distinctive, and wide-ranging policy implications: from interventions to build people's resources and resilience, such as mindfulness, to significant structural changes to address the root causes of low well-being, such as insecurity, poverty, and social isolation. It also helps capture the value of the intangible things which enrich our lives, such as arts and culture. We believe that this review illustrates the enormous potential dividends of applying a well-being approach more systematically. Realizing this potential demands changes to the way policy is made and implemented at both national and local levels. According to Berry (2014), the prize is the policy and public services, which are more efficient and effective at improving people's lives.



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