

FORUM: Special Political and Decolonization Committee (GA4)

QUESTION OF: Evaluating the effectiveness of UN Interim Administration Missions

STUDENT OFFICER: Antigoni Douvou

POSITION: Co-Chair

INTRODUCTION

One of the pillars of the United Nations (UN) is maintaining peace and security worldwide. Subsequently, when a Member Nation's government does not foster such an environment within their borders, the UN can temporarily establish an international civil and circumstantial military presence to ensure that respect for human rights gets reestablished within the region. Until today, the UN has enforced such a force not too many times and at the moment, 11 Interim Administration Missions are active, most of which are in Africa. Interim Administration Missions date back to the 1960s, thus, a lot of material is available for the best possible comprehension of this topic.

By definition, "interim administration" means temporary control and supervision until a permanent solution is established, which, especially in regions with inflated crime, apart from being necessary, is also restricting to those involved in such activities, so backlash is bound to happen. This is just one of the obstacles the missions face, and it is paramount that solutions are found.

Still, it is imperative to distinguish that the establishment of such political regimes is not without fault. When such immediate action is taken to combat long-existing problems that affect many individuals, unprecedented setbacks may arise and bureaucracy, and operational issues are prone to occur. These complexities can obstruct the success of the missions, which require reevaluation to discard outdated practices and promote development in conflicted communities. The modern world is fragile, as implied by the title of this year's CGSMUN conference, and old systems and procedures should not impede evolution. Missions of Interim Administrations are facing a lot of criticism and the values they endorse in specific situations have been described as questionable, posing the question: "Do the ends justify the means?". Ultimately, it is definite that UN Missions should progress alongside humanity.

DEFINITION OF KEY TERMS

Expansionary Monetary Policy

“Also known as loose monetary policy, expansionary policy increases the supply of money and credit to generate economic growth. A central bank may deploy an expansionist monetary policy to reduce unemployment and boost growth during hard economic times.”¹

Displaced persons

“In the global context, persons or groups of persons who have been forced or obliged to flee or to leave their homes or places of habitual residence, either across an international border or within a State, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or human-made disasters.”²

Cultural Blindness

The difficulty in comprehending how certain matters may be regarded by people from a different culture, due to other values and attitudes promoted by their culture. This is a common issue that can occur in Interim Administration situations. Often the officials in administrative positions do not have proper knowledge of the locals’ culture, which can lead to the rejection of certain decisions by the people.

Bureaucracy

A tedious and tremendously complex administrative protocol.

¹ O’Connell, Brian, and John Schmidt. “Monetary Policy: How Central Banks Regulate the Economy.” *Forbes Advisor*, 12 Apr. 2023, www.forbes.com/advisor/investing/monetary-policy/.

² “Displaced Person.” *Migration and Home Affairs*, 2023, https://home-affairs.ec.europa.eu/networks/european-migration-network-emn/emn-asylum-and-migration-glossary/glossary/displaced-person_en#:~:text=In%20the%20global%20context%2C%20persons,armed%20conflict%2C%20situations%20of%20generalized

Ceasefire

Also known as an armistice, ceasefire is an agreement between parties involved in conflict, to temporarily end combat operations. Usually ceasefire is one of the ultimate goals Interim Administrations by the UN and UN Peacekeeping opt for.

BACKGROUND INFORMATION

Historical Context

The first UN Interim Administration Mission was the United Nations Temporary Executive Authority in West New Guinea. This mission was authorized by the New York Agreement (1965) and the then Secretary General, U Thant. It was administered by the United Nations Temporary Executive Authority (UNTEA) and its implementation was ensured by the United Nations Security Force in West New Guinea (UNSF). The UNSF was established with the adoption of GA Resolution 1752 to help with the maintenance of peace and security in the region. UNTEA was in action from October 1962 to May 1963, because, at the time, there was a political dispute between the Netherlands and Indonesia, since both governments wanted to assimilate the region within their borders.

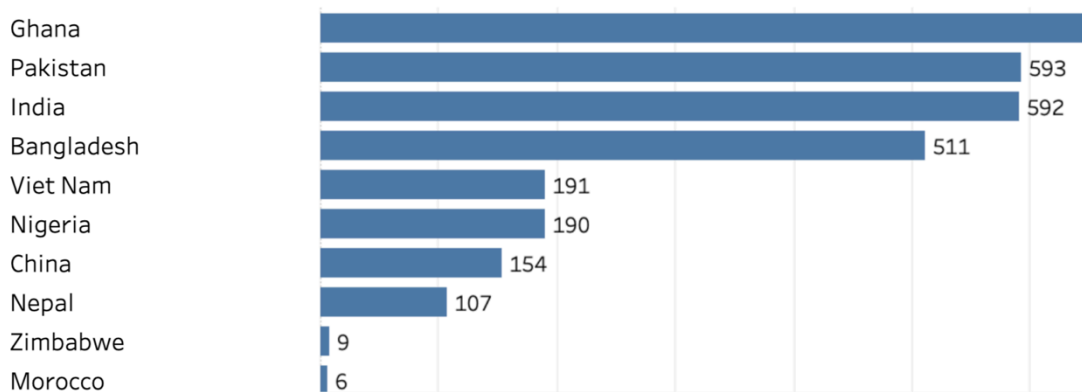
As a result, both the UNTEA and the UNSF were necessary for the achievement of a ceasefire in the region, the repatriation of troops, the preservation of law and order, the appointment of government officials and the completion of other necessary tasks during the time of transfer in the region. On the 22 of May 2018, the UNSF was officially closed, as a successful mission regarding a peaceful political scene. Nonetheless, human rights challenges and long-term political stability are still not completely ensured.

Most Recent Mission

Today, most missions are authorized by the Security Council, including the UN Interim Mission in Kosovo and the most recent mission yet, the United Nations Interim Security Force for Abyei (UNISFA). This mission was established by Resolution 1990, adopted in 27 June 2011, as an immediate response to the situation in Sudan's Abyei region. Namely, the overwhelming violence, the displacement of individuals and the escalating political tension, among other concerns. The mission is responsible for providing political stability, humanitarian aid and the protection of civilians and humanitarian workers and its funded by the General Assembly annually.

However, this specific mission is authorized to use force to ensure the limited casualties and their goals are accomplished. According to April 2024 estimations, they have deployed a total number of 3,473 personnel, out of which 176 are civilians, 36 UN Volunteers and 2,854 are Troops. At the same time, they have deployed a total number of 4,190 uniformed personnel, which includes military and police personnel.³ The UNISFA cooperated with the local police force, Abyei Police Service (APS), to maintain the law and order in the region. Multiple countries have contributed to the mission by offering military and police staff, such as Ghana and Jordan. All of the above has resulted in the overall death of 55 UNISFA personnel.

Top ten military contributors (as of April 2024)



Top ten police contributors (as of April 2024)

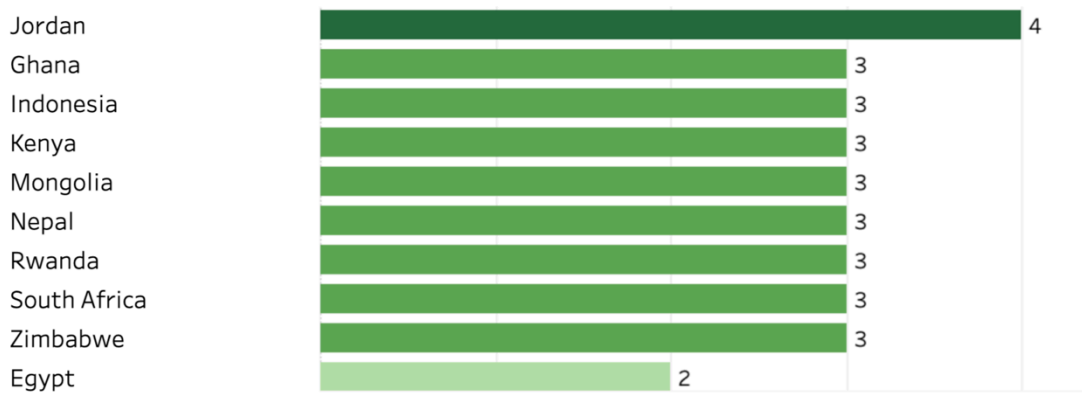


Figure 1: the amount of police and troops offered by countries to support the mission in Abyei by country.⁴

³ "Facts and Figures." *UNISFA*, 15 Sept. 2016, [unisfa.unmissions.org/facts-and-figures](https://www.unisfa.unmissions.org/facts-and-figures).

⁴ "UNISFA." *United Nations Peacekeeping*, 2024, peacekeeping.un.org/en/mission/unisfa?_gl=1.

Case Study: United Nations Interim Administration Mission in Kosovo (UNMIK)

UNMIK is one of the most widely discussed and known interim administration missions. It was established in 1999 and although its work is very limited, it is still considered active. At the moment, they mostly focus on trust-building projects within the community. Nevertheless, its main objective used to be to eliminate the adverse conditions that were present and maintain a peaceful and normal lifestyle for the Kosovo residents. The mission was not a success or a failure.

It succeeded on a humanitarian level, getting the crimes against the Kosovo region to decline. Yet, politically it was not as accomplished. Although, they managed to bridge the relationship between the EU and Kosovo, which resulted in them receiving assistance to complete the mission, a settlement with Serbia was not reached, and they did not manage to create a stable political regime, with working institutions. These were some of the main political goals they strived to achieve.

Attempts to build institutions failed because the UNMIK was not open and communicative with the community as much as needed and the locals gained a negative perspective against the efforts. The UN Administration allowed them no role in the decision-making process and thus, they felt marginalized and excluded, resulting in backlash. For instance, the administration started to be seen as a neo-colonialist, de facto regime. In fact, the locals started to refer to the mission as “UNMIKistan”, to express their dissatisfaction with the situation. In March 2004 significant riots, and protests took place, where Serbian communities, and cultural sites were attacked.

It can be argued that the most important mistake made, to ensure the distrust between the citizens and the interim government is that there was no delegation of power. The executive, legislative, and judicial authorities were in the hands of the transitional administrator. If there were proper regulation, this would not be as notable an action, but in reality, this individual's actions were not accounted for. There was no transparency, and the decisions made could not be formally questioned by the people. What is more, due to the administrator being selected by a UN body, the community did not have the power to elect or remove the person from their position.

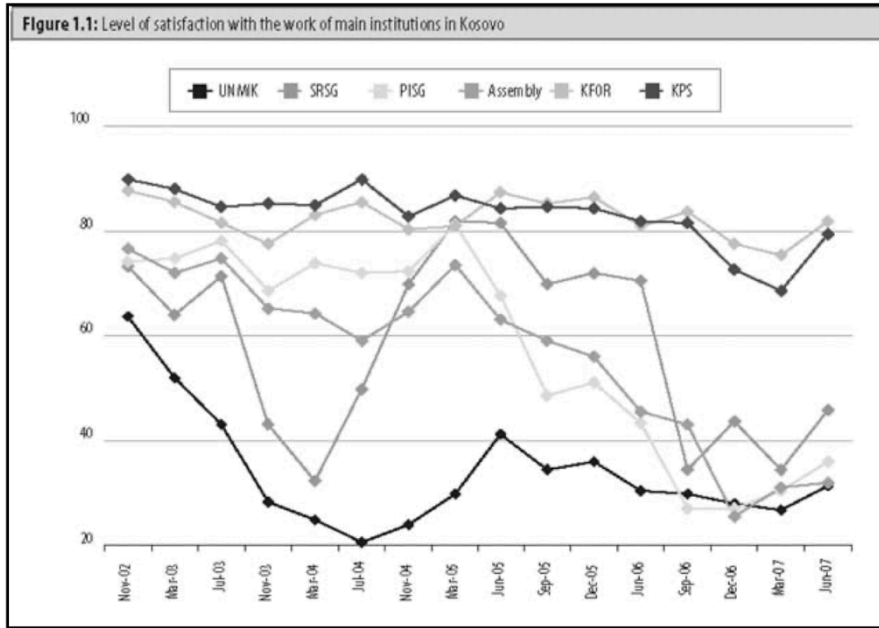


Figure 2: Analysis Of UNMIK Acceptance Rates By The Locals According To 2007 Report By The U.S. Agency For International Development (USAID)⁵

Challenges

Every Interim Administration Mission may face different challenges, depending on the location and the special circumstances the administration has to operate under. Nonetheless, there are some setbacks every Mission has had to deal with and it is paramount, for the success of future deployments, for them to be solved.

One such problem is that civilians and Mission personnel can be unprotected in underdeveloped and far-off territories, such as Abyei. This lack of security can lead to serious injuries and even death. However, due to a lack of humanitarian aid and resources, injuries can also lead to casualties, especially in disastrous situations and when a ceasefire is not occurring for a prolonged period where resources can be drained.

Another problem is local and neighboring political resistance. Local resistance was illustrated by the Movement for Self-Determination (Levizja Vetevendosje), whose ultimate goal was to ensure the extrinsic and intrinsic self-determination of Kosovo’s majority population. Furthermore, they wanted to achieve the amendment and overall decrease of the “protracted and extensive powers of

⁵ EARLY WARNING REPORT KOSOVO Report # 17 Political and Institutional Stability Economic and Social Stability Analysis on Employment Inter-Ethnic Relations Public and Personal Security. 2007, pdf.usaid.gov/pdf_docs/PNADK245.pdf.

international governance in Kosovo”⁶, essentially making them more autonomous. As for the opposition by neighboring governments and populations during the Kosovo mission, office buildings, facilities, and cars were reportedly attacked by members of the Albanian mob. This issue, combined with the lack of local engagement and limited involvement in decision-making, can lead to the rejection of administrative choices. Subsequently, the Interim Government can be made, essentially, redundant because they will be harshly judged by the media and the people. This can also be the result of cultural blindness because the administrative force personnel may not have even a basic knowledge of the local culture, thus making choices that may not fully align with local values. In cases of prolonged Interim Administration involvement, it is vital for the local culture not to be alienated and to be preserved.

Sometimes, another problem present is the crumbling of the local economy. The issue may not have arisen during the establishment of the Interim Government, but due to the lack of support of the local businesses the problem remained or even worsened. Ultimately, every such mission should not pose an obstacle to making the region independent from neighboring countries and international organizations.

MAJOR COUNTRIES AND ORGANIZATIONS INVOLVED

Kosovo

Regarding Kosovo, the interim administration was needed after the end of conflict between their government and the Serbian which lasted one year and ended in 1999, after NATO intervention. The most memorable and obtrusive event was the NATO bombing of Yugoslavia from 24th March to 12th June 1999, which among other actions, posed the question of human rights violations and war crimes. The official justification of the event, by NATO, included an immediate response and stop to the ethnic cleansing taking place by Yugoslav forces against Kosovar Albanian populations. Nevertheless, the action is described as a violation of the UN Charter.

After that, the UN Interim Administration intervened, to take over the situation and assist Kosovo with peacekeeping and security. The Comprehensive Planning and Performance Assessment

⁶ Visoka, Gëzim. “International Governance and Local Resistance in Kosovo: The Thin Line between Ethical, Emancipatory and Exclusionary Politics.” *Irish Studies in International Affairs*, vol. 22, no. -1, Jan. 2011, pp. 99–125, <https://doi.org/10.3318/isia.2011.22.99>.

System (CPAS) was used to help assess and regularly revise the progress of the mission. On 15th June 2008, Kosovo declared its independence and since then the UNMIK's work has been restricted to ensuring security, stability and promoting Human Rights.

Indonesia

As previously mentioned, Indonesia played a crucial role in the first ever UN Interim Administration Mission. As previously colonized by the Netherlands region, the government did not, at the time, have good diplomatic relations with the former colonizers. More specifically, Indonesia was ruled by the Netherlands from 1816 to 1941, at which point they got under the occupation of the Japanese for 4 years, until World War II. A little later, on 17th August 1945, they gained their independence and “the Netherlands had ceded sovereignty to Indonesia on 27 December 1949 following an independence struggle”.⁷

However, even after the official independence declaration, the status of the region of West Irian (West Papua) remained unclear. The matter was brought up in the Charter of Transfer of Sovereignty in November 1949 and the postponement of the matter was reached as a conclusion. Until further notice, it would belong under the supervision of the Netherlands. In 1954 the status of the territory was still unclear and thus Indonesia addressed the issue in front of the United Nations in 1954. According to a UN Peacekeeping report, “Indonesia claimed that the territory rightfully belonged to it and should be freed from Dutch colonial rule. The Netherlands maintained that the Papuans of West New Guinea were not Indonesians and therefore should be allowed to decide their own future when they were ready to do so”⁸. The matter was yet again postponed and it was discussed regularly mentioned in General Assembly until 1961. An agreement was signed at New York by Indonesia and the Netherlands on 15 August 1962, which ratified the providing of an external administration for the region of West Papua, controlled by the UN. This resulted in the creation of the UNSF and UNTEA. Currently, West Irian is considered Indonesian territory.

Sudan

The Abyei Area, is a highly disputed one, having been claimed by northern and southern Soudan. On 27 June 2011, the Security Council authorized the creation of a peacekeeping force, the UNISFA, with the resolution 1990, which would be in action for six months and have 4,250 troops

⁷ nzoller. “West Papua at the UN.” Gdh-Ghr.org, 15 Oct. 2018, [gdh-ghr.org/west-papua-project-ghr-wpp/west-papua-the-un/#:~:text=During%20the%20third%20phase%20\(1960](https://gdh-ghr.org/west-papua-project-ghr-wpp/west-papua-the-un/#:~:text=During%20the%20third%20phase%20(1960).

⁸ “UNITED NATIONS SECURITY FORCE in WEST NEW GUINEA (UNSF) - Background.” Peacekeeping.un.org, peacekeeping.un.org/en/mission/past/unsfbackgr.html.

and police personnel and some civilian support. The reason for the call of immediate action was the presence of renewed violence, escalating tensions and population displacement in the region. This occurred because Southern Sudan was preparing to declare its independence from the Sudan government.

On 14th December 2012, the Security Council with Resolution 2014 UNISFA’s mandate was expanded to include supervision along the entire northern and southern Sudan border in line with the original agreement. “On 13 May 2019, UN Security Council Resolution 2469 (2019) recognized that the current situation in Abyei and along the border between Sudan and South Sudan continues to constitute a threat to international peace and security.”⁹ On 29th May 2013, with resolution 2104, the Security Council increased UNISFA’s military strength after a request by Sudan and South Sudan.

UN Peacekeepers

This UN organization is responsible for all peacekeeping missions worldwide. As a result, they have been highly involved in all UN Interim Administration Missions, since their establishment on the 29th of May 1948 with the adoption of Resolution 50 by the Security Council, under the name “United Nations Truce Supervision Organization” (UNTSO). They conduct detailed analyses of all such Missions, readily available to the public through their website, promoting transparency and continuous third-party evaluations. Also, they can take on patrolling roles, monitor borders, train local authorities and overlook election processes when needed. It is also common for them to deal with humanitarian crises by facilitating the safe return of refugees and internally displaced persons, providing shelter and medical assistance.

TIMELINE OF EVENTS

Date	Description of Event
29 th May 1948	Adoption of Resolution 50 by the Security Council, which established the UN Peacekeepers.
November 1949	The postponement of the West Papua matter.

⁹ “Mandate.” UNISFA, 14 Sept. 2016, unisfa.unmissions.org/mandate.

15 th August 1962	New York Agreement between the Netherlands and Indonesia, which outlined the peaceful transfer of the territory of West New Guinea (also known as West Irian or West Papua) from Dutch to Indonesian administration
October 1962 – May 1963	The time frame in which UNTEA was in action.
March 1978	Establishment of United Nations Interim Force in Lebanon (UNIFIL)
1999	End of Kosovo- Serbia war.
24 th March - 12 th June 1999	The bombing of Yugoslavia by NATO.
10 th June 1999	Adoption of Resolution 1244 by the Security Council, which allows for the UN to provide Kosovo with civilian and military presence to supervise the return of refugees and
15 th June 2008	Kosovo's Declaration of Independence
27 th June 2011	Authorization of the creation of UNISFA, with resolution 1990 by the Security Council.
14 th December 2012	The expansion of UNISFA's mandate by Security Council Resolution 2014.
29 th May 2013	The adoption of resolution 2104 which called for an increase in UNISFA's military strength.
22 nd May 2018	Official conclusion of UNSF's action.

UN INVOLVEMENT: RELEVANT RESOLUTIONS, TREATIES AND EVENTS

The Comprehensive Planning and Performance Assessment System (CPAS)

CPAS is an assessment tool used by the UN Peacekeeping to connect the context of a Member State with peacekeeping operations, reports and data worldwide. Through this system the leadership of peacekeeping operations are encouraged to make responsible, evidence-based decisions and increase mandate realization, due to the transparency of their actions. As a result conflicts are more readily de-escalated and the quality of life all over the world is improved. CPAS has been for years used to track peacekeeping operations, such as the UN Interim Administration Missions like the one in Kosovo.

PREVIOUS ATTEMPTS TO SOLVE THE ISSUE

Civilian Engagement in Kosovo

Having noticed the lack of civilian engagement and the increase of rejection in regard to decisions made, the leadership of the administration hosted 290 local debates in town hall meetings regarding issues that needed to be solved. Furthermore, by 2007, roughly 23,000 questionnaires had been distributed throughout Kosovo, in regard, to the municipalities' function and the privileges and responsibilities the residents have within these structures. Through this, they tried to foster an inclusive environment and help with the integration of the Interim Administration to the local community. Yet the attempts did not prove to be working and this did not assist the achievement of the Mission.

The East Timor Development Agency

The United Nations Transitional Administration in East Timor (UNTAET) established a development agency in 2001. This happened because they wanted the territory to have a feasible planning organization after the UN involvement was restricted, to maintain its independence. The new National Planning and Development Agency assimilated five UNTAET units: Donor Coordination, Gender Affairs, Environment Protection, Economic Planning and Project Assessment, and Census and Statistics. The Agency is headed by an East Timorese, Emilia Pires, who returned to the territory last year to work with the East Timor Development Agency. Its work focuses on monitoring and assessing

the national program for general and capacity rebuilding, through actions delegated to the respective units above.

The Donor Coordination sector regulates the resource-allocation process and monitors the funds and international relations with contributing governments. Gender Affairs is responsible for ensuring gender equality in all growth initiatives and policies. Regarding Environment Protection, the Agency's subdivision is engaged and promotes reforestation activities and sustainable use of energy sources. The Economic Planning and Project Assessment includes boosting the local economy by creating financial plans after having conducted studies analyzing the local market to assess the feasibility of their proposals. Lastly, the Census and Statistics is focused on collecting accurate and reliable data which is later used in the decision-making process of the UNTAET.

POSSIBLE SOLUTIONS

Bridging the cultural gap between personnel and natives

For a mission of such an intervening nature to be successful, preserving local heritage is paramount. Through the increase of local participation in the decision-making process, this can be slowly achieved. This has to be achieved through the position of people with knowledge of the local culture in the UN Administrative body, or at least as consultants. Due to the intensity of the situation, all members of the administration must have a basic understanding of the local heritage, to prevent its alienation and altering.

Reviewing the procedures and bureaucratic courses of action

History has proven that operational complexity within the Administrations has resulted in local dissatisfaction and overall failure. Consequently, a decrease in operational complexity is called for, to limit mistakes in the decisions being made and an increase in the number of personnel roles available is necessary for the delegation of tasks. When an immense body of administrative staff is used to decide upon a nation's future, the risk of mistakes is reduced because a range of voices and opinions are heard and taken into consideration. This body must consist of experts in each field, with a hierarchy of roles for the constant regulation and assessment of everyone. In UN Missions, this is even more necessary since the staff election is not done by the people and they may feel deprived of their rights.

Positioning supervisory body

By positioning a special supervisory body, other than the UN Peacekeepers, to regulate the situation, the missions could be made more efficient and idleness could be reduced. This is because when each subdivision of an Administration is focused on one thing, regulation can be consistent and organized and many issues can be prevented, such as corruption within Missions.

This supervisory body needs to be composed of people who have experience in similar missions, are properly trained to handle critical situations and are aware of the problems that can set back a mission. Communication between the Mission personnel and the agency is vital and regular assessments and criticism in the form of official reports in response to the choices made by the Interim Administrations. Nevertheless, said body also needs to be regularly assessed by the UN, or the UN Peacekeepers to avoid the same issues from arising within the agency.

Financial Restructure

As mentioned, one of the issues the Interim Administrations have been challenged by is unemployment rates. For the local economy to get revitalized and regional financial and political independence to be promoted, restructuring is to occur. Without local shops and with extreme unemployment rates, this is impossible to take place. To resolve that, action must be taken to ameliorate the quality of life.

For instance, reconstruction projects could be completed to increase employment in countries where Interim Administrations have been established. That way, investments and an Expansionary Monetary Policy could be promoted and implemented.

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