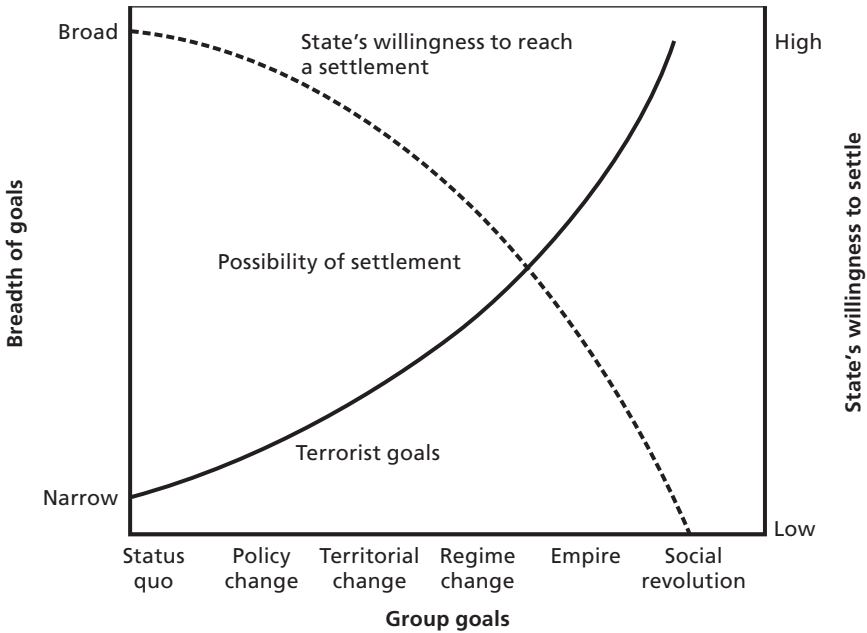


**Figure 2.3**  
**Settlement Between States and Terrorist Groups**



RAND MG741-2.3

change, territorial change, regime change, empire, and broad social revolution. At the same time, we should also expect that a state's willingness to bargain with a terrorist group declines as the group's goals become broader. The reason is simple: The government has more to lose. Agreeing to change policy is easier than agreeing to overturn an entire social order. *The Turner Diaries*, a bedrock text for right-wing groups in the United States, called for social revolution. It began, "September 16, 1991. Today it finally began! After all these years of talking—and nothing but talking—we have finally taken our first action. We are at war with the System, and it is no longer a war of words."<sup>38</sup>

There are several examples of political settlement occurring between a government and terrorist group. One is the IRA, which

<sup>38</sup> Andrew Macdonald, *The Turner Diaries*, 2nd ed., New York: Barricade Books, 1996. William Luther Pierce wrote the book under this pseudonym.