

- *democratic transition*: transition from an authoritarian to a democratic political system
- *end of repression*: terminate government repression by the army and internal security forces and hold the government accountable for its human-rights violations
- *land reform*: establish land reform and improve conditions for *campesinos*.

To accomplish these objectives, the FMLN adopted a campaign of terror and insurgency against the government and elites. It employed a variety of tactics, such as kidnappings, arson, and bombings, to coerce the Salvadoran government into making significant political, social, and economic changes.<sup>15</sup> By the time of the 1992 peace agreement, the FMLN included more than 12,000 combatants, operated in all 14 provinces of the country, and controlled one-third of the country's territory.<sup>16</sup> FMLN guerrillas were capable of conducting major combat operations throughout El Salvador and, in 1989, had captured sections of San Salvador. They enjoyed strong popular support in certain areas of the country; a de-facto sanctuary in border areas disputed by El Salvador and Honduras; and a strong network of international financial, logistical, and political support.<sup>17</sup>

## Negotiating an End to Terrorism

How did the FMLN end as a terrorist organization? The primary reason was that the FMLN's goals, which were tied to political and economic reforms, were narrow enough to allow for negotiating room.

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<sup>15</sup> Call (2002).

<sup>16</sup> Charles T. Call, "Democratisation, War and State-Building: Constructing the Rule of Law in El Salvador," *Journal of Latin American Studies*, Vol. 35, No. 4, November 2003, p. 831; Call (2002, p. 386).

<sup>17</sup> Americas Watch Committee (1991, pp. 64–70); United Nations Department of Public Information, *The United Nations and El Salvador, 1990–1995*, New York, 1995a, p. 8.