

terrorist groups that end because of politics seek narrow policy goals. The FMLN's goals, which were tied to political, social, and economic reforms in El Salvador, were largely policy oriented. The FMLN pushed for the transition to a democratic political regime and the termination of the Salvadoran government's repressive security apparatus, as well as such changes as land reform. The Salvadoran government was ultimately willing to negotiate from this baseline. The broader lesson for politics is straightforward: The narrower the goals of terrorist organizations, the more likely the government and terrorist group may be to agree on a settlement. This bargaining space does not exist with many terrorist groups. As the concluding chapter notes, for instance, al Qa'ida's broad goals of establishing a caliphate across the Middle East offer no bargaining room with western governments.

This chapter is organized into four sections. The first outlines the evolution of the FMLN and its primary policy goals. The second section examines the negotiation process between the FMLN and the government. The third examines the implementation of the agreement and the end of the FMLN. And the fourth section outlines the logic of when and why terrorist groups end because of politics.

FMLN Evolution and Goals

The FMLN's primary goals were policy-oriented. They included coercing the Salvadoran government to transition to a democratic political system and ending its repressive internal security apparatus, as well as instituting key social and economic changes, such as land reform. These goals had deep roots in El Salvador's history.

FMLN's origins go back more than a century, to at least the expansion of coffee cultivation in the late 1880s. Central to the evolution of El Salvador's political economy was a class structure based on the coercion of agrarian labor. State political elites enforced repressive labor conditions and highly concentrated property rights on behalf of a small economic elite. Despite a degree of economic diversification and modernization after World War II and despite several attempts at reform by regime moderates, coalitions of economic elites and military