



## Hamas: Background, Current Status, and U.S. Policy

Hamas (or the Islamic Resistance Movement) is a Palestinian Sunni Islamist military and sociopolitical movement, and a U.S.-designated foreign terrorist organization (FTO). Hamas's primary base of action and support is in the Gaza Strip, which it has controlled since 2007. It also operates in the West Bank and Lebanon, and some Hamas leaders and personnel live and/or work in various Arab countries and Turkey. Hamas reportedly receives material assistance and training from Iran and some of its allies, including the Lebanese Shia group Hezbollah (another FTO). From its inception, Hamas has overseen a social welfare network that appears to have aided its popularity among Palestinians while serving as a conduit for some funding for Hamas military operations.

On October 7, 2023, Hamas led a surprise assault against Israel that killed some 1,200 Israelis and foreign nationals (including 35 Americans) and took around 250 persons hostage (including some Americans)—more than 100 of whom were released in November. The attack's scope and lethality were unprecedented for Hamas. The ensuing conflict, which has reportedly killed more than 37,000 Palestinians in Gaza, has reshaped Middle Eastern dynamics, with implications for U.S. policy and Congress. A Hamas spokesperson has said the group is committed to repeating October 7-style attacks against Israel.

### Origins, Ideology, and Leadership

An outgrowth of the Palestinian branch of the Muslim Brotherhood, Hamas emerged in 1987 in Gaza during the first Palestinian *intifada* (uprising). After the Palestine Liberation Organization (PLO) entered into a peace process with Israel that created the Palestinian Authority (PA) to exercise limited rule in the West Bank and Gaza, Hamas established itself as an alternative to the secular Fatah movement, which leads the PLO, by violently attacking Israeli civilian and military targets. Hamas's ideology combines Palestinian nationalism with Islamic fundamentalism. Hamas's 1988 charter committed the group to the destruction of Israel and the establishment of an Islamic state in all of historic Palestine (comprising present-day Israel, the West Bank and Gaza), and included anti-Semitic rhetoric. Observers differ on the extent of Hamas's pragmatism. In 2017, the group publicly released a statement that Hamas's conflict is with the "Zionist project" rather than with Jews in general. It also expressed willingness to accept a Palestinian state in the West Bank and Gaza if it results from "national consensus," but said Hamas would not recognize Israel's legitimacy.

Hamas's formal leadership structure consists of a 15-member politburo as the group's primary decision-making entity and a Shura Council that elects the politburo—with similar structures for the West Bank, Gaza, prisoners in Israel, and the diaspora. **Ismail Haniyeh**, a former PA prime minister based in Qatar, is chairman of the politburo. **Yahya Sinwar**, Hamas's leader in Gaza since 2017, and

**Muhammad Deif**, Hamas's military leader, reportedly masterminded the October 7 assault, and apparently are priority targets for Israel (which has assassinated several Hamas leaders over years of conflict). Sinwar, who appears to be Hamas's key wartime decision-maker, returned to Gaza from Israel in 2011 as part of a hostage-prisoner swap, after 22 years in prison for the abduction and murder of two Israeli soldiers and the killing of four Palestinians.

### Timeline of Key Events

- 1987-2005 Hamas emerges as main Palestinian "rejectionist" group (with support from Iran and private Arab sources) by engaging in violent attacks against Israelis; the United States begins subjecting Hamas to financial sanctions in 1995 and designates Hamas as an FTO in 1997.
- 2005 After the second intifada (2000-2005), Israel unilaterally cedes responsibility for Gaza to the PA, but Israel (with Egypt) retains control over land/sea/air access.
- 2006 Hamas wins a majority in Palestinian Legislative Council election and leads new PA cabinet; Israel, United States, and European Union confine interactions and funding to PA President Mahmoud Abbas.
- 2007 West Bank-Gaza split: Hamas forcibly seizes control of Gaza Strip; Abbas reorganizes PA cabinet to lead West Bank; Israel and Egypt impose security-related restrictions on the transit of people and goods in and out of Gaza.
- 2008-2021 Rounds of major Israel-Hamas conflict in 2008-2009, 2012, 2014, and 2021 end with little or no change to status quo in Gaza; 2011 exchange for Israeli soldier Gilad Shalit returns more than 1,000 Palestinian prisoners (including Sinwar).
- 2023 Hamas-led October 7 assault begins major ongoing conflict in Israel and Gaza.

### Military Capabilities and External Support

Hamas's military capabilities and tactics have steadily advanced in sophistication from the rudimentary guerrilla and suicide attacks it initially employed. The group uses a range of domestically produced and smuggled weaponry: rockets and mortars, drones, anti-tank guided missiles, man-portable air defense systems, and a variety of small arms. Most of its rockets—the main impetus for Israel's Iron Dome anti-rocket system—are only capable of targeting southern Israel, but some can strike Israel's main population centers farther north. Hamas has constructed an extensive system of tunnels within Gaza that it uses to protect and transport personnel and weapons—significantly increasing targeting difficulties for Israeli forces. Since

October 7, Israel’s military has degraded Hamas’s organized fighting capability, with U.S. estimates of reported Hamas manpower dropping from 20,000-25,000 to 9,000-12,000, but sources suggest Hamas has maintained some resilience by shifting to hit-and-run tactics with smaller groups.

According to the State Department, “Hamas has received funding, weapons, and training from Iran and raises funds in Persian Gulf countries,” and Iran provides up to \$100 million annually in combined support to Palestinian militants. U.S. officials have said that “Iranian leaders did not orchestrate nor had foreknowledge of” the October 7 attacks. In November 2024, the *Economist* estimated Hamas’s annual revenue to be more than \$1 billion, with around \$360 million in “taxes” on goods brought into Gaza, and about \$750 million from foreign sources. According to the Treasury Department and a U.S.-based expert, these sources include Iran’s government and cryptocurrency exchanges, plus private entities in other regional countries, including Algeria, Sudan, Qatar, Turkey, and the United Arab Emirates. To the extent Israeli military operations reduce Hamas’s control over Gaza and its borders, some revenue sources could decrease considerably.

### Political Ambition, Control of Gaza, and Popularity

Hamas apparently seeks to play a leading role in the Palestinian national movement. In 2006, it won a surprise victory over Fatah in PA legislative elections, giving it nominal control over several key PA government ministries as it vied with PA President Mahmoud Abbas (who also heads Fatah) for power. A Middle East “Quartet” (the United States, European Union, Russia, and U.N. Secretary-General) urged Hamas to recognize Israel, renounce violence, and accept previous Israeli-Palestinian agreements. Hamas refused. After a Saudi-brokered PA unity government collapsed in 2007, Hamas forcibly seized Gaza, and has since presided over worsening economic and humanitarian conditions there as the de facto authoritarian ruler. Since taking power, Hamas and other groups like Palestine Islamic Jihad (PIJ) have used Gaza to launch attacks on Israel, prompting tightened access restrictions from Israel and Egypt. The PA has countered Hamas’s presence in the West Bank with Israeli and U.S. support. Media reports since 2022 suggest that Hamas and PIJ, with Iranian backing, have aided increased militant action in the West Bank (where actions by Israeli forces and settlers may endanger Palestinian civilians) to target Israelis and undermine the PA.

The extent of Hamas’s domestic popularity is uncertain. Hamas portrays itself as defending Palestinian national aspirations and Jerusalem’s Muslim holy sites, and is the preferred faction of at least 20% of Palestinians (in the West Bank and Gaza, or WBG) in most polls. WBG polls from late 2023 suggested that the conflict had boosted Palestinian approval for Hamas; March 2024 polling showed some drop in popular support.

### Armed Conflict with Israel

Hamas has pointed to purported Israeli provocations to justify escalations of violence. During the four rounds of major conflict before October 2023, Hamas and other militants launched rockets toward Israeli population centers, and Israeli military strikes largely decimated

Gaza’s infrastructure. After each round, economic recovery and reconstruction was minimal—perhaps partly because some international actors were unsure about the durability of reconstruction and/or wanted to avoid bolstering Hamas.

President Joe Biden has surmised that one objective of Hamas’s October 7 assault may have been to disrupt Israel’s improvement of relations with Saudi Arabia. Hamas might have sought to reemphasize the importance of Arab popular support for the Palestinian cause to Arab states considering closer relations with Israel. Hamas leaders and some observers have suggested other possible objectives for the attack, such as bolstering Hamas’s domestic popularity amid speculation over who might succeed PA President Abbas, securing prisoner releases, and capitalizing on Israeli domestic discord. In cease-fire talks to date, Hamas has insisted on a permanent end to conflict, perhaps seeking to maintain influence in Gaza either directly or by pressuring whatever governing entity may emerge.

It is unclear how the ongoing conflict may affect Hamas’s future in Gaza or elsewhere, and whether Hamas or Israel can realize its objectives. Israeli Prime Minister Benjamin Netanyahu has declared Israel’s intent to destroy Hamas military and governing capabilities and recover hostages. Domestic and international pressures could influence Israel’s military operations and post-conflict plans in Gaza.

### U.S. Policy and Options for Congress

Major questions for U.S. policymakers include: How can U.S. efforts to counter Hamas and the Iran-led “axis of resistance” bolster Israel, the PA, and other U.S. regional partners while minimizing suffering for Palestinian civilians? How should the United States engage with allies or partners—such as Qatar and Turkey—that may host or support Hamas and seek to mediate its conflicts? How can various actors assist Palestinians in Gaza and reestablish post-conflict governance there without empowering Hamas or its ideology and tactics? Since 2006, Congress and the executive branch appear to have structured certain types of U.S. economic and security assistance partly to help the PA counter Hamas. Congress also has placed conditions and restrictions on U.S. funding to any PA government that Hamas controls, joins, or “unduly influences” (for example, in P.L. 109-446 and Section 7040(f) of P.L. 118-47).

The Biden Administration publicly supports an end to Hamas rule in Gaza, while pressing Israel and other actors to plan for “the day after.” U.S. and Israeli officials also seek the release of hostages. The Treasury Department has designated many actors for sanctions as Hamas supporters, but may have difficulty limiting fundraising activities abroad that bypass the U.S. financial system.

In April 2024, Congress enacted the Hamas and Other Palestinian Terrorist Groups International Financing Prevention Act (Division M of P.L. 118-50), which requires the executive branch to impose sanctions on foreign states or persons that provide certain types of support to Hamas, PIJ, some other groups, or their affiliates. Humanitarian funding in FY2024 regular and supplemental appropriations is subject to “Gaza oversight” provisions aimed at preventing any diversion, misuse, or destruction of aid.

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**Jim Zanotti**, Specialist in Middle Eastern Affairs

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