

United States Senate

WASHINGTON, DC 20510

March 22, 2026

The Honorable Pete B. Hegseth
Secretary of Defense
U.S. Department of Defense
1000 Defense Pentagon
Washington, D.C. 20301-1000

Dear Secretary Hegseth,

We write to you regarding reports that the Department of Defense (DoD) has modified a Navy logistical support contract vehicle titled Worldwide Expeditionary Multiple Award Contract (WEXMAC) to allow for the Department of Homeland Security (DHS) to fast-track the construction of migrant detention centers throughout the United States. The construction of these facilities does not advance U.S. national security and does nothing to improve the military's readiness for conflict; moreover, the use of the contract vehicle in this fashion threatens billions of dollars in taxpayer waste and may not be consistent with DoD's statutory authorities. We urge you to eliminate this support to DHS and seek to learn more about what authorities DoD is relying on to support building migrant detention centers — some of which have been likened to “concentration camps for immigrants”¹ — in the United States.

DOD's WEXMAC Contract Vehicle Is Being Used to Build Immigration Detention Centers

WEXMAC was launched on June 17, 2021 and originally designed to “support naval expeditionary ... forces on missions in austere and remote locations across the globe.”² This contract initially supported U.S. national security efforts in Afghanistan, Sudan, and the Russia-Ukraine conflict.³ But in July 2025, the Navy announced WEXMAC would expand to include the Territorial Integrity of the United States (TITUS).⁴ Now known as WEXMAC 2.2 TITUS, this contract vehicle includes a performance work statement that includes “infrastructure, staffing, services, and/or supplies necessary to provide safe and secure confinement for aliens in the administrative custody of Department of Homeland Security (DHS) and U.S. Immigration

¹ The Intercept, “Can Trump’s Plan for Warehouse Immigrant Detention Camps be Stopped?” Natasha Lennard, February 17, 2026, <https://theintercept.com/2026/02/17/warehouses-immigration-detention-camp-prisons-immigrants/>.

² U.S. Navy, “News Stories,” <https://www.navy.mil/Press-Office/News-Stories/Article/2661352/navsup-ready-to-launch-worldwide-expeditionary-multiple-award-contract-selects/>.

³ Defense Visual Information Distribution Service, “NAVSUP and Army Contracting Command Enhance Contracting Together, Industry Days set for March,” Hannah Rainey, February 12, 2024, <https://www.dvidshub.net/news/463708/navsup-and-army-contracting-command-enhance-contracting-together-industry-days-set-march>.

⁴ CNN, “Looking to Speed Up Building Network of Migrant Detention Centers, Trump Administration Turns to the US Navy,” Natasha Bertrand and Priscilla Alvarez, October 24, 2025, <https://www.cnn.com/2025/10/24/politics/navy-building-ice-detention-facilities>.

and Customs Enforcement (ICE).”⁵ Since September 2025, ICE has used the Navy’s WEXMAC system to award contracts to 120 companies,⁶ including a recent award in February 2026 to The GEO Group⁷ — a massive private prison company that has faced persistent concerns relating to substandard operating conditions that impact the safety and humanity of detained immigrants.⁸

The contract award ceiling for WEXMAC has grown dramatically in recent months. On July 8, 2025, the contract ceiling was \$10 billion;⁹ this increased to \$20 billion on September 30, 2025,¹⁰ and on January 16, 2026, the Navy announced a modification that increased the contract ceiling to \$65 billion.¹¹

DHS continues to rely on DoD resources to perform domestic operations — from requiring military attorneys to serve as immigration judges¹² to allowing the use of laser counter-drone technology near the El Paso, TX airport¹³ — even after the *One Big Beautiful Bill Act* gave DHS \$170 billion for immigration enforcement, including \$45 billion to build new migrant detention centers.¹⁴ The DoD spent over \$2 billion on immigration enforcement in 2025¹⁵ — money that should have went to repairing barracks, training our troops, and caring for the children of service members. Now DoD has admitted that DoD won’t be reimbursed by DHS for any of these expenses.¹⁶ Diverting military resources to assist the development of ICE’s new detention

⁵ U.S. General Services Administration, “Naval Supply Systems Command (NAVSUP) Worldwide Expeditionary Multiple Award Contract (WEXMAC) 2.2 Territorial Integrity of the United States (TITUS),” <https://sam.gov/workspace/contract/opp/f95a764f230f4b92b280147828d78076/view>.

⁶ The Handbasket, “For ICE to Build Concentration Camps Quickly, they’re Leaning on this Dept. of War Program,” Marisa Kabas, February 17, 2026, <https://www.thehandbasket.co/p/ice-concentration-camps-wexmac-titus>.

⁷ U.S. Department of War, “Contracts,” <https://www.war.gov/News/Contracts/Contract/Article/4406926/contracts-for-feb-13-2026/>.

⁸ The Current, “ICE Finds Violations at Folkston Detention Center but Continues to Contract with the GEO Group,” Caitlin Philippo, July 14, 2025, <https://thecurrentga.org/2025/07/14/ice-finds-violations-at-folkston-detention-center-but-continues-to-contract-with-the-geo-group/#:~:text=An%20examination%20of%20federal%20contracts,compliance%20with%20ICE%20detention%20standards>.

⁹ U.S. General Services Administration, “Naval Supply Systems Command (NAVSUP) Worldwide Expeditionary Multiple Award Contract (WEXMAC) 2.1 Territorial Integrity of the United States (TITUS),” <https://sam.gov/opp/bedd2fe346364073b937be2562abed0/view>.

¹⁰ U.S. Department of War, “Contracts,” <https://www.war.gov/News/Contracts/Contract/Article/4319114/contracts-for-sep-30-2025/>.

¹¹ U.S. Department of War, “Contracts,” <https://www.war.gov/News/Contracts/Contract/Article/4381923/contracts-for-jan-16-2026/#:~:text=KBR>.

¹² Federal News Network, “DoD to send more military lawyers to Justice Department as some begin serving as temporary immigration judges,” Anastasia Obis, October 31, 2025, <https://federalnewsnetwork.com/defense-news/2025/10/dod-to-send-more-military-lawyers-to-justice-department-as-some-begin-serving-as-temporary-immigration-judges/>.

¹³ New York Times, “Inside the Debacle That Led to the Closure of El Paso’s Airspace,” Karoun Demirjian, Kate Kelly, Eric Schmitt, and Tyler Pager, February 14, 2026, <https://www.nytimes.com/2026/02/14/us/politics/el-paso-airspace-closure-faa-pentagon.html>.

¹⁴ National Immigration Law Center, “New Funding Increases Immigration Enforcement,” September 16, 2025, <https://www.nilc.org/resources/new-funding-increases-immigration-enforcement/>.

¹⁵ Letter from U.S. Senator Elizabeth Warren and U.S. Representative John Garamendi to DoD Secretary Pete Hegseth, December 9, 2025, <https://garamendi.house.gov/media/press-releases/new-report-rep-garamendi-and-sen-warren-reveals-trump-admin-took-2-billion>.

¹⁶ U.S. Senate Committee on Armed Services, “To Consider the Nominations of: Mr. Mark R. Ditlevson to be Assistant Secretary of Defense for Homeland Defense and Americas Security Affairs; and Honorable Brian D.

facilities does not advance U.S. national security — nor the quality of life for our troops — and does nothing to improve the military’s readiness for conflict.

Ambiguous Awarding Actions

We are concerned about the lack of transparency and financial risks associated with this contract vehicle. This contract vehicle uses Navy resources to provide domestic support to ICE, allowing DHS to sidestep the full federal acquisition process and fast-track the construction of migrant detention centers. The contract vehicle is structured as an “Indefinite Delivery, Indefinite Quantity” (IDIQ), meaning that it allows DHS — through DoD — to award construction and maintenance task orders without open competition as “some of the orders under an IDIQ contract could be awarded noncompetitively despite the presence of multiple vendors.”¹⁷ IDIQ contracts allow for the approval of a small set of contractors under one large contract and then let DoD officials quickly approve work by any of these contractors through task or delivery orders without further competition, increasing risks of taxpayer waste.¹⁸ This diversion is only exacerbating the fact that DoD contracting officers are stretched thin due to growing budgets and an unprecedented reduction of the federal civilian procurement workforce.¹⁹ The risks being assumed by DoD to service this IDIQ contract and award subsequent task orders for DHS are unnecessary given that DHS already manages department-wide contract vehicles, including an IDIQ award vehicle for “Facilities & Construction.”²⁰

Reporting suggests that, as the WEXMAC contract vehicle balloons from \$10 billion to \$65 billion, awards by DoD will limit competition by “narrow[ing] the pool of eligible contractors and accelerat[ing] the contracting process.”²¹

The rapid growth of this contracting authority — sixfold in a matter of months — raises additional concerns about contracting abuses and the waste of taxpayer dollars. According to recent reports, this is due to DHS officials attempting to quickly award contracts and avoid delays from federal competition rules²² — which are specifically designed to avoid political favoritism and ensure that taxpayers get the best deal possible on goods and services purchased

Birdwell to be Assistant Secretary of Defense for Sustainment,” February 26, 2026, https://www.armed-services.senate.gov/hearings/to-consider-the-nominations-of_mr-mark-r-ditlevson-to-be-assistant-secretary-of-defense-for-homeland-defense-and-americas-security-affairs-and-honorable-brian-d-birdwell-to-be-assistant-secretary-of-defense-for-sustainment.

¹⁷ Congress.gov, “Indefinite Delivery, Indefinite Quantity Contracts,” March 2, 2026, <https://www.congress.gov/crs-product/IF12558>.

¹⁸ Arnold & Porter, “Contractors Must Dance with the IDIQ that Brought Them: Protester’s Too Late Objection to Task Order Solicitation That Mirrors the Base Contract Solicitation,” Kara Daniels and Stuart Turner, June 24, 2022, [https://www.arnoldporter.com/en/perspectives/advisories/2022/06/contractors-have-to-dance-with-the-idiq#:~:text=Indefinite%20Delivery/Indefinite%20Quantity%20\(IDIQ,proposals%20for%20the%20IDIQ%20contract](https://www.arnoldporter.com/en/perspectives/advisories/2022/06/contractors-have-to-dance-with-the-idiq#:~:text=Indefinite%20Delivery/Indefinite%20Quantity%20(IDIQ,proposals%20for%20the%20IDIQ%20contract).

¹⁹ Federal News Network, “DoD’s Acquisition Workforce is Stretched Thin,” Anastasia Obis, May 16, 2024, <https://federalnewsnetwork.com/defense-main/2024/05/dods-acquisition-workforce-is-stretched-thin/>.

²⁰ U.S. Department of Homeland Security, “Department-Wide Contract Vehicles,” <https://www.dhs.gov/department-wide-contract-vehicles>.

²¹ CNN, “Looking to Speed Up Building Network of Migrant Detention Centers, Trump Administration Turns to the US Navy,” Natasha Bertrand and Priscilla Alvarez, October 24, 2025, <https://www.cnn.com/2025/10/24/politics/navy-building-ice-detention-facilities>.

²² *Id.*

by the federal government. There have been multiple instances of what appears to be corruption or unjustified wasteful spending via the DHS contracting process under Secretary Noem,²³ and the use of this DOD contract vehicle exacerbates those concerns.

Uncertain Authorities for DoD Providing Domestic Support to ICE

The authority DoD is relying upon to execute these contracts is unclear. Section 1059 of the FY 2016 NDAA “authorizes DOD to provide assistance to U.S. Customs and Border Protection to increase ongoing efforts to secure the southern land border of the United States, subject to the concurrence of the Department of Homeland Security.”²⁴ While this statute allows for DoD assistance at the southern border, broader actions from DoD to administer contracts that construct detention centers throughout the United States — to detain individuals who may or may not have crossed the southern border — may exceed the scope of this statute. It is unclear whether there is any other section of law that provides DoD with contracting authority for this arrangement with DHS.

Conclusion

DoD should not be allowing DHS to use the WEXMAC 2.2 TITUS contract vehicle to bypass federal acquisition procedures and fast-track the construction of migrant detention facilities throughout the United States.

We are concerned that this is only the latest example of a systemic pattern of diverting DoD resources to support DHS missions, and that this diversion threatens military readiness. With a contracting staff that is already stretched thin, WEXMAC 2.2 TITUS is diverting Navy resources away from the original intent of this contract — to provide agile and rapid logistical support to austere environments in support of our national security. Our investigation last year found DoD has spent over \$2 billion on these domestic missions.²⁵ A subsequent Congressional Budget Office (CBO) analysis estimated that domestic military deployments cost DoD at least \$496 million through the end of 2025, more than double the \$258 million cost previously reported in the original bicameral investigation.²⁶

To inform legislative responsibilities as members of the Senate Armed Services Committee, and to provide clarity on DoD’s actions in support of DHS, we request answers to the following questions on this matter by April 13, 2026:

²³ Public Citizen, “Top DHS Official McLaughlin Resigns in the Wake of Corruption Concerns,” February 17, 2026, <https://www.citizen.org/news/top-dhs-official-mclaughlin-resigns-in-the-wake-of-corruption-concerns/>; Letter from Members of Congress to the Department of Homeland Security and Department of Defense, December 8, 2025, https://democrats-judiciary.house.gov/sites/evo-subsites/democrats-judiciary.house.gov/files/evo-media-document/immigration_contractor_corruption_letter.pdf.

²⁴ Senate Committee on Armed Services, Report 114-49 on National Defense Authorization Act for Fiscal Year 2016, S. 1376, May 19, 2015, <https://www.congress.gov/committee-report/114th-congress/senate-report/49/1>.

²⁵ Letter from U.S. Senator Elizabeth Warren and U.S. Representative John Garamendi to DoD Secretary Pete Hegseth, December 9, 2025, <https://garamendi.house.gov/media/press-releases/new-report-rep-garamendi-and-sen-warren-reveals-trump-admin-took-2-billion>.

²⁶ Letter from CBO Director Phillip Swagel to Ranking Member Jeff Merkley, January 28, 2026, https://www.warren.senate.gov/imo/media/doc/cbo_estimate_on_the_cost_of_domestic_troop_deployments.pdf.

1. What authority is DoD relying on to support DHS's use of the WEXMAC contract?
2. Please explain the process for how the Navy is receiving task order requests from DHS.
 - a. Which DoD procurement officials are responsible for approving these requests, and what is their process for doing so?
3. Please list all the subcontractors that are being used for the construction and maintenance of detention centers under the WEXMAC contract.
4. What penalties will WEXMAC contractors face if they fail to adequately construct and maintain their facilities or uphold the human rights of migrants?
5. At detention centers paid for with DoD funds or established under the WEXMAC contract vehicle, what level of training are detention center employees required to receive and who is responsible for certifying that this training is completed?
6. Is DoD involved in determining potential detention facility locations in cases where contracting is being conducted via WEXMAC? If so, please share the detailed process for how these decisions are being made and who is the executive approval authority.
7. This WEXMAC IDIQ contract authority has ballooned to an alarming \$65 billion. What specific actions is the Navy taking to ensure the awarded contracts meet all federal acquisition requirements?
8. What specific actions are Navy officials taking to prevent waste of taxpayer funds under this contract?
9. How many Navy staff are overseeing WEXMAC 2.2 TITUS?
10. Please account for how much DoD has spent, through staff hours or otherwise, on DHS's use of the WEXMAC vehicle?
11. Is DHS reimbursing DoD for any of that spending or otherwise providing funds to the Navy to service these contracts?
 - a. Please provide the Memorandum of Agreement between DHS and DoD pertaining to this agreement.
12. What audits and oversight mechanisms are in place to oversee the execution of this contract?
13. In accordance with section 1044 of the FY 2026 NDAA, DoD is required to provide a report to congress on support provided for immigration enforcement operations. When will Congress receive this report? Additionally, will the full details of awarded WEXMAC 2.2 TITUS contracts be included within this report?

Sincerely,



Elizabeth Warren
United States Senator



Jeanne Shaheen
United States Senator