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# **DEPARTMENT OF JUSTICE | OFFICE OF THE INSPECTOR GENERAL**

# REPORT OF INVESTIGATION

SUBJECT				CASE NUMBER		
0	eve  (b)(6): (b)(7)(C)			2021-011419		
b)(6); (b)(7)(C)						
OFFICE CO	NDUCTING INVESTIGA	ATION	DOJ COMPONENT			
Washingt	ton Field Office		Federal Bureau of Inv	estigation		
DISTRIBUT	TION	STATUS	Į.			
	Field Office WF0	O DPEN	☐ OPEN PENDING PE	ROSECUTION	$\boxtimes$	CLOSED
	AIGINV	PREVIO	OUS REPORT SUBMITTED:	□ YES	$\boxtimes$	NO
	Component FBI		Date of Previous Report:			
	USA					
	Other					
informa (b)(6); (b)(7)(C) (b)(6); (b)(7)(C) (b)(6); (b)(7)(C) (b)(6); (b)(7)(C) (the (b)(6); (c) (The OIC receive (Policy)	The complaint furmay have paid for are	r and/or received sexual faves. stantiated the allegation the t commercial sexual service and the Attorney General's N	a foreign nation  nicated with was age part with with with was age part with with with with with with with wit	ion (INSD), allegial and alleged per "WeChat" appropriate or at other age parlors in except regarding Pe	ing the rostitude of th	was believed that ssage parlors in  Where he al Relationships
	BY SPECIAL AGENT (D)(G).	SIGNATU	(b)(6): ;b)(7)(C) : RE			
Russell W.	Cunningham	SIGNATU	RE			signed by RUSSELL GHAM

OIG Form III-210/1 (04/15/2022)

Cunningham

APPROVED BY SPECIAL AGENT IN CHARGE Russell W.



The OIG investigation also substantiated the allegation that failed to self-report his close and continuing relationship with a foreign national, in violation of FBI policy as set forth in the FBI Self-Reporting Requirements Policy Guide 1037PG, 4.1.2 Foreign Contacts.

The OIG revi	ewed information previou	isly obtained by the FE	BI regarding (b)(6) (b)(7)(C)	interactions with during	ng
))6); (b)(7)(C)			nts of (b)(6); cell phon		96
identified the	eturned results containing ptographs of (INCO) mate	The FBI none number as (EVE) (EVE) g photographs of (EVE) (EVE)	conducted a search on The FBI conducted and identifying him	f a law enforcement databas d a Google search for <sup>ছিন্তে তোল</sup> n as <sup>ছিন্তে</sup> টোলে employed by	se that
prior through dates, but the approximate not receive services at outlined until he ejacta dozen "hap additional eigen eigen additional eigen e	h a dating website.  nat they were never sexual services while there there massage parlors, to have received two "hap ulated. During his second topy endings."	hotograph of told the FBI he date and the fBI he paid cash ars for the "happy end" and the fBI he paid cash ars for the "happy end" and the fBI he paid cash ars for the "happy end"	d told the FBI he had red for a short per old the FBI the last time massage parlor on a his first FBI interview massage par described as having creased this estimate, for regular (non-sexualing."	nterviews of proximately one met approximately one riod, going on approximately one is he had contact with single occasion, he stated he about having received sexultors for approximately six years for approximately approximately proximately proximately proximately proximately proximately proximately proximately proximately proximately	e year y four was in e did ual ears and re than an
	not believe his relationship			b with to the FBI, limits to the FBI, limits report his contact wi	
	the continuity of the continui		Attorney's C	For violating ((b)(7)(C) state law Office declined prosecution of (b)(5)(b)(7)(C)	
(e)(e)(r)(c)	red from his position at th	e FBI effective			
When later o	contacted by the OIG follow	wing the declination d	ecisions, (b)(6), (b)(7)(C) decli	ined the OIG's request for a	

When later contacted by the OIG following the declination decisions, declined the OIG's request for a voluntary interview. The OIG has the authority to compel testimony from current Department employees upon informing them that their statements will not be used to incriminate them in a criminal proceeding. The OIG does not have the authority to compel or subpoena testimony from former Department employees, including those who retire or resign during the course of an OIG investigation.

The OIG has completed its investigation and is providing this report to the FBI for its review.

Unless otherwise noted, the OIG applies the preponderance of the evidence standard in determining whether DOJ personnel have committed misconduct. The Merit Systems Protection Board applies this same standard when

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reviewing a federal agency's decision to take adverse action against an employee based on such misconduct. See 5 U.S.C. § 7701(c)(1)(B); 5 C.F.R. § 1201.56(b)(1)(ii).

### **DETAILS OF INVESTIGATION**

#### Predication

Office of the Inspector General

The Department of Justice (DOJ) Office of the Inspector General (OIG) initiated this investigation upon receipt of information from the Federal Bureau of Investigation (FBI), Inspections Division (INSD), alleging that FBI Senior Level was associated with (BOS) a foreign national and alleged prostitute.
The complaint further stated communicated with via the "WeChat" app. It was believed that may have paid for and/or received sexual favors at massage parlor or at other massage parlors in the complaint further stated communicated with via the "WeChat" app. It was believed that massage parlor or at other massage parlors in the complaint further stated communicated with via the "WeChat" app. It was believed that massage parlor or at other massage parlors in the complaint further stated communicated with via the "WeChat" app. It was believed that
The OIG investigation substantiated the allegation that visited massage parlors in where he received and paid for illicit commercial sexual services in violation of FBI policy regarding Personal Relationships (Policy Directive 0802D), and the Attorney General's Memorandum regarding Prohibition on the Solicitation of Prostitution, dated April 10, 2015.
The OIG investigation also substantiated the allegation that failed to self-report his close and continuing relationship with a foreign national, in violation of FBI policy as set forth in the Self-Reporting Requirements Policy Guide 1037PG, Section 4.1.2 Foreign Contacts.
Investigative Process
The OIG's investigative efforts consisted of the following:
Interviews of the following DOI personnel:  • (ROIN (ROINT ACT))
FBI Predicating Information     FBI FD-302, Interview of (a)(5)(5)(7)(5) (b)(7)(5)      FBI FD-302, Follow-up Interview of (a)(7)(5) (b)(7)(5) (c)(7)(5)      FBI FD-302, Follow-up Interview of (a)(7)(5) (b)(7)(5) (c)(7)(5)      Security Clearance Request for Reconsideration from (a)(6)(6)(7)(5) (d)      Security Clearance Request for Reconsideration from (a)(6)(6)(7)(5) (d)(7)(5)      Security Clearance Request for Reconsideration from (a)(6)(6)(6)(7)(6) (d)(7)(6)      Security Clearance Request for Reconsideration from (a)(6)(6)(6)(7)(6) (d)(6)(6)(7)(6)      Security Clearance Request for Reconsideration from (a)(6)(6)(6)(6)(7)(6)      Security Clearance Request for Reconsideration from (a)(6)(6)(6)(6)(6)(6)(6)(6)(6)(6)(6)(6)(6)
Solicitation of Prostitutes
The information provided to the OIG alleged that was associated with a foreign national to was believed that
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may have paid for and/or received sexual favors at (60%) massage parlor or other massage parlors in the area.

FBI Policy Directive 0802D, Personal Relationships, states in part, "FBI employees must not engage in personal relationships which negatively affect their ability to conduct their official duties, or which otherwise adversely affect the FBI's mission." Specifically, Section 6.1.3. of the policy directive states, "Employees are prohibited from soliciting, procuring, or accepting commercial sex, regardless of whether the activity is legal or tolerated in a particular jurisdiction (foreign or domestic). See the Attorney General (AG) memorandum to all Department of Justice (DOJ) personnel, 'Prohibition on the Solicitation of Prostitution' (April 10, 2015). Employees who nevertheless engage in this type of activity will be subject to discipline, up to and including dismissal."

As referenced in the FBI Personal Relationships Policy, the Attorney General's Memorandum for all Department Personnel titled "Prohibition on the Solicitation of Prostitution" and dated April 10, 2015, states in part, "The Department of Justice is measured by the conduct of those who work on its behalf. The solicitation of prostitution threatens the core mission of the Department, not simply because it invites extortion, blackmail, and leaks of sensitive or classified information, but also because it undermines the Department's efforts to eradicate the scourge of human trafficking. Regardless of whether prostitution is legal or tolerated in a particular jurisdiction, soliciting prostitutes creates a greater demand for human trafficking victims and a consequent increase in the number of minor and adult persons trafficked into commercial sex slavery... For these reasons, I want to reiterate to all Department personnel, including attorneys and law enforcement officers, that they are prohibited from soliciting, procuring, or accepting commercial sex. This rule applies at all times during an individual's employment, including while off duty or on personal leave, and applies regardless of whether the activity is legal or tolerated in a particular jurisdiction, foreign or domestic...Department employees who violate these prohibitions will be subject to suspension or termination."

))(6); (b)(7)(C)	dated (b)(6); (b)(7)(C)		respectively. During the first
voluntary interview, (b)(6) (b)	admitted to visiting (8)(6);	massage parlors for a	pproximately six years and stated he
had received two "happy	endings". (b)(6)((b)(7)(C)) stated th	e female masseuses at	the parlors he visited would manually
			as a "happy ending" or a "hand job."
			number of "happy endings" he had
received to over a dozen,	with the most recent occur	ing approximately two	weeks prior to the (b)(6): (b)(7)(C)
interview. (6)(5): (6)(7)(C) told th	e FBI he paid cash for the n	nassages and would pay	y an additional eighty to one hundred
dollars for the "happy end	ding." When asked why he h	ad not disclosed during	g the first interview the full extent of the
			me, he was unsure of where the line of
questioning was leading of	or how it was probative to th	ne investigation. During	g the second interview, however,
(b)(6): (b)(7)(C) stated that he de	cided to aid in the investiga	tion by identifying othe	r illicit massage businesses that may not
have been known to the I	BI.		
	ost recent experiences tool		
Other locations	utilized were locate	d (6)(6); (6)(7)(C)	

explained to the FBI he would search for places that provided "happy endings" on the website Bedpage.com and on Craigslist. (bigs (size)) denied ever receiving a "happy ending" outside of on official travel, or during work hours.

During his voluntary FBI interviews, admitted that he was aware that the activities he sought out at massage parlors and the sexual services he received were considered solicitation of prostitution.

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The OIG conducted the investigation with th Police Department (\*)(6); (6)(7)(5) During the course of the investigation, the OIG and obtained obtained bank records in an effort to determine whether paid for prostitutes using his personal bank account. Review of those bank records did not reveal anything of investigative value. At the conclusion of the criminal investigation by the OIG and the Attorney's Office declined prosecution of (NO) (NO) The U.S. Attorney's Office for the also declined criminal prosecution of (b)(6): (b)(7)(C) retired from his position at the FBI effective When later contacted by the OIG following the declination decisions, (MISI, MISI, MI voluntary interview. The OIG has the authority to compel testimony from current Department employees upon informing them that their statements will not be used to incriminate them in a criminal proceeding. The OIG does not have the authority to compel or subpoena testimony from former Department employees, including those who retire or resign during the course of an OIG investigation. OIG's Conclusion Based on his admissions to FBI interviewers and the evidence obtained by the FBI and reviewed by the OIG, the OIG concluded that solicited prostitutes as alleged, in violation of FBI Policy Directive 0802D, Personal Relationships, and the Attorney General's Memorandum for all Department Personnel titled "Prohibition on the Solicitation of Prostitution," dated April 10, 2015. Failure to Report Close or Continuing Contact with a Foreign National The information provided to the OIG alleged that was associated with a foreign national (6); (b)(7)(C) It further alleged that and communicated via the "WeChat" app. It was believed that (1976) may have paid for and/or received sexual favors at massage parlor or at other massage parlors in the The FBI Self-Reporting Requirements Policy Guide, 1037PG, 4.1.2 Foreign Contacts, dated November 8, 2018, states in part, "All FBI personnel must report close or continuous contacts with foreign nationals via FD-981 'Report of Foreign Contact' forms within EPAS within 45 calendar days of the initial contact." The Self-Reporting Requirements Policy Guide defines the following terms relevant to of the following terms relevant t involving or having a relationship, a friendship, or an association because of shared personal interests and/or obligations; 'Foreign national' [means] any non-U.S. citizen in the United States or in a foreign country; 'Intimate' [means] a close, personal, loving, or sexual relationship; 'Ongoing or continuing contacts' [means] relationships or associations that have been developed or in progress for more than 30 days or are taking place at the present time and likely to be recurring or continuing in the future; and lastly, 'Relationship' [means] an emotional or close friendship that may or may not involve sexual activity, an ongoing and professional or social association, or the way in which two or more persons or family members are related by birth, adoption, or marriage." (b)(6); (b)(7)(C)

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The OIG reviewed predicating information provided by the FBI regarding interactions with cell phone, cell phone, cell phone, cell phone, conversation with someone identified as conversation with someone identified as conversation. The FBI conducted a search of a law enforcement database that identified the subscriber to that telephone number as containing photographs of conducted a Google search for central photographs of containing containing photographs of containing containi
until (approximately five months of data retrieved). The following messages are relevant to the nature of (approximately five months of data retrieved).
from (100: (0)7)(C) to (100: (
unknown emoji.    from
from (MC (MY)C) to (MY)C) to (MY)C) to (MY)C) to (MY)C) (We have seen each other so many times, we should enjoy that intimacy with each other."  (You have seen each other so many times, we should enjoy that intimacy with each other."  (You have seen each other so many times, we should enjoy that intimacy with each other."  (You have seen each other so many times, we should enjoy that intimacy with each other."
from (a)(a)(b)(b)(b)(c)(c)(c)(c)(c)(c)(c)(c)(c)(c)(c)(c)(c)
On sends a message to sends a message to that states, "Yes I have a good boyfriend so," to which responds, "Sorry I lostMaybe you have a beautiful friend for me?" then sends a photograph of himself via WeChat to sell and asks her to share with her friend to see if her friend likes the picture of him.  The chat further discusses who would be interested in meeting him. The chat further discusses who identified as to have coffee with the sends a photograph of himself via WeChat to see if her friend likes the picture of him.
During the FBI's voluntary interviews with block of block of block of the person in the photograph as block of the interviews through a dating website. block of told the FBI he dated for a short period of time – a few months and they went on approximately four dates together, but claimed they were never sexually intimate. block of told the FBI all his dates with took place at his residence in through his phone, text, WhatsApp, and WeChat.

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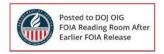
told the FBI that told him she was from and and and ask her immigration status and did not know if she was a U.S. citizen. told the FBI the last time he had contact with was approximately two to three months prior to the interview, in
also admitted to meeting and going on a date to have coffee with but never thought to ask her immigration status. but never thought to ask her immigration status in the status i
When asked why he did not report his relationship with to the FBI, to the FBI, to the FBI he did not believe his relationship with was intimate enough to require him to file such a report. For further told the FBI that since he did not know personal identifiers, he did not complete a report. did not deny knowing that was a foreign national, and did not try to justify or excuse his failure to report his contact with on the basis that did not know, or was uncertain, whether she was a foreign national. When asked why he did not report his contact with to the FBI, told the FBI that he knew was from but never thought to ask her about her immigration status.
The OIG also reviewed a copy of the FBI Report of Foreign Contact, FBI Form FD-981, completed by dated regarding regarding contact with a third individual, of the FBI Report of Foreign Contact, FBI Form FD-981, completed by dated regarding regarding regarding responses contact with a third individual, of the FBI Report of Foreign Contact, FBI Form FD-981, completed by details and dated by details and contact. The FBI Report of Foreign Contact, FBI Form FD-981, completed by details and completed by details and dated by details and contact with a third individual, details on page one, counterintelligence Concerns or Suspicious Activity, question two asks, "Is this individual aware of your government involvement, to which responded with, "I notified of my USG employment in order to get copies of her ID for self-reporting and explained that my job requires it before meeting after online dating contact."
ाहित (क)(र)(ट) retired from his position at the FBI effective
The FBI Security Division revoked security clearance, effective filed a reconsideration of the decision to revoke his security clearance on
When later contacted by the OIG following the declination decisions, declined the OIG's request for a voluntary interview. The OIG has the authority to compel testimony from current Department employees upon informing them that their statements will not be used to incriminate them in a criminal proceeding. The OIG does not have the authority to compel or subpoena testimony from former Department employees, including those who retire or resign during the course of an OIG investigation.
OIG's Conclusion
The OIG concluded that engaged in misconduct as alleged and that his failure to report his relationship with a foreign national, as required by FBI policy, constituted administrative misconduct in violation of the FBI Self-Reporting Requirements Policy Guide, 1037PG, Section 4.1.2 Foreign Contacts. The met and developed a close relationship with which resulted in having close and continuing contacts with a foreign national, within the meaning of the FBI's reporting policy. Told the FBI he met and developed a relationship with for at least one year (in his words), and the OIG reviewed the WeChat messages between for an end that stretched over months and showed that end possibly intimate.

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The OIG does not give weight to statements to the FBI that he did not ask or inquire as to
immigration status, because (100) (107)(C) did not deny knowing (100) was a foreign national; he simply stated he did not
believe his relationship with was "intimate enough" to require him to report his contact with her under the
FBI's reporting policy for contacts with foreign nationals. The OIG also finds explanation for his failure to
report his contact with to be contradictory to his actions and statements in connection with his more limited
contact with As reflected above, reported his contact with to the FBI in In doing so,
demonstrated that he knew and understood his reporting obligations with respect to contacts with foreign
nationals and did so with regard to a much more fleeting and apparently less intimate contact than the continuing
relationship he shared with with

The OIG has completed its investigation and is providing this report to the FBI for its review.

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