

ORANGE COUNTY EMPLOYEES RETIREMENT SYSTEM INVESTMENT POLICY STATEMENT

The Orange County Employees Retirement System was established in 1945 under the County Employees Retirement Law of 1937. The retirement system exists to provide retirement, disability, and death benefits for qualified employees of Orange County and participating special districts.

The Board of Retirement (Board) governs the retirement system. The Board has the sole authority over the investment portfolio and may delegate responsibilities to the investment staff and external advisors.

I. Purpose of Investment Policy Statement

The purpose of the Investment Policy Statement is to assist the Board in effectively supervising, monitoring, and evaluating the investment of the system's assets by:

- Stating the Board's views, expectations, objectives, and risk tolerance for the investment of all assets of the system.
- Formulating an investment structure for managing all assets. This structure includes (1) diversified asset allocation with acceptable ranges and (2) a combination of investment management styles, to produce a sufficient level of overall diversification.
- Setting procedures for policy implementation.
- Providing guidelines for each investment portfolio to control the overall risk.
- Establishing criteria to monitor and evaluate the performance of the fund and investment managers.

II. Statement of Objectives

1. The overall objective is to invest the assets of the system solely for the benefit of plan participants and beneficiaries while attempting to minimize employer contributions and investment and administration costs.
2. The investment program aims to achieve and maintain a fully funded status with regard to the actuarial liability of the system.
3. The investment program will also attempt to maintain a funding cushion for (1) unexpected developments and (2) a reduction in the expected return on investments or interest rate assumption.

III. Investment Policy and Guidelines

1. Time Horizon

The investment policy and guidelines are based on a time horizon of greater than five years. The system's strategic asset allocation is also based on this long-term perspective. Fluctuations of investment results in the interim should be viewed with an appropriate perspective.

2. Risk Tolerance

Investment opportunities in various asset classes have differing risk and return expectations. In general, investments with higher expected returns involve a higher level of risk. The Board recognizes that some level of risk must be assumed to achieve the system's long-term investment objectives. The Board will attempt to achieve its investment return objective with an appropriate level of risk using an efficient combination of investable assets.

3. Liquidity Needs

Sufficient liquidity must be maintained to pay benefits and expenses. Investment income net of appreciation is expected to exceed projected benefit payments and expenses on an annual basis.

4. Performance Objectives

The investment returns of the total fund will depend on the asset allocation targets, the mix of investment styles within asset classes, and individual manager performance. Therefore, performance objectives have been set at three levels; total fund, asset class, and individual portfolios.

a) Total Fund

- i. Meet or exceed the actuarial rate of interest. Annualized investment returns (net of fees) in excess of the actuarial interest rate (currently 7.75%) over five-year periods.
- ii. Meet or exceed the real rate of return target. Annualized investment returns in excess of inflation as measured by CPI over five-year periods.
- iii. Meet or exceed the policy benchmark. Annualized investment returns (net of fees) in excess of the policy benchmark over five-year periods. The policy benchmark is a composite of the benchmarks of the asset classes in the asset allocation policy. Composition of the policy benchmark is detailed in Appendix 1. Exceeding the policy benchmark will indicate if the investment program as a whole is adding value.

- iv. Comparison with peer group of funds. No specific objective is set in terms of ranking because asset allocation, which primarily determines total fund returns, varies widely between funds. However, the Board will review ranking of the fund in a peer group for informational purposes.

b) Asset Class Level

Annualized returns (net of fees) for the asset classes must exceed their respective benchmarks over a five-year period. The asset class benchmarks will be broad market indices that are representative of the investment structure for that asset class. For example Russell 3000 index of U. S. Stocks, is chosen as a benchmark for U.S. equities since it represents about 98% of the capitalization of the U.S. equity market, is composed of diversified investment styles, and is an investable index. Current benchmarks for the asset classes are shown in Appendix 1.

c) Individual Portfolios

Performance objectives for manager portfolios are stated in the respective investment agreements. Returns (net of fees) must exceed the respective benchmarks over three to five-year periods and rank above the median in a peer group. Manager benchmarks will be determined based upon the investment style of the portfolio for which the manager is hired. Benchmarks for manager portfolios are detailed in Appendix 3, 3A, 3B, 3D.

5. Asset Allocation

The Board has adopted a strategic asset allocation plan based upon projected actuarial liability, liquidity needs, and the risk/return expectations of various asset classes. This asset allocation plan seeks to maximize returns for the level of risk that the Board considers appropriate. The current strategic asset allocation targets and ranges are detailed in Appendix 2. Since projected liability and risk/return expectations may change, the Board will conduct a periodic review of the asset allocation plan to maintain an optimal allocation.

5.1 Investment Structure and Style

a) Domestic Equity

The Board has adopted a style-diversified structure that is designed to have aggregate domestic equity portfolio characteristics similar to those of the broad market as represented by the Russell 3000 index. This structure will be reviewed periodically to ensure neutrality relative to risk characteristics. That is, there should be no material differences in beta and risk factors such as growth, yield, price to earnings, size of companies, etc.

The Board has approved 50% of domestic equities to be passively managed. This is due to the evidence that a majority of active managers have failed to exceed the index benchmarks over long periods and the fact that passive management reduces overall transaction costs and management fees. The Board will periodically review the use of passive management and adjust targets based on the then current evidence of the benefits of active management.

The current domestic equity structure is detailed in Appendix 3.

b) International Equity

In view of the fact that active managers have a better opportunity to add value in international equities, a higher proportion of international equities will be actively managed. The target for passive management of international equity is 30%. The target for international small cap stocks is 10%. The international equity portfolio shall be broadly diversified across countries outside of the U.S. identified as developed or emerging markets and included in the MSCI All Country World Ex-U.S. Index.

The portfolio shall also be diversified across industry sectors. The current international equity structure is shown in Appendix 3A.

Hedging of currency exposure to control risk will be permitted.

c) Global Equity

The Board has allocated 4% of the portfolio to actively managed global equity portfolios. Initially, the goal is to hire at least two managers with complementary styles, however, the expectation is that managers will have a core orientation and not be stylistically extreme. Managers will be benchmarked to the MSCI-World while allowing for tactical allocation to emerging markets.

d) Emerging Market Equity

Emerging equity markets have been included in the asset allocation to provide further diversification to international equity. The portfolio shall be broadly diversified across various emerging markets.

e) Domestic Fixed Income

The domestic fixed income structure is designed to provide diversification across sectors (government, corporate, mortgage, asset backed etc.) maturity segments, and quality. The structure uses a combination of passive and active management. In order to control risk, managers have specific guidelines on duration, quality, and single-issue exposure. The target for passive management

of domestic fixed income is 35%. The current domestic fixed income structure is attached as Appendix 3B.

f) International Fixed Income

International fixed income is included in the asset allocation to provide diversification. This portfolio will be invested primarily in developed countries and be broadly diversified across such countries. Hedging of currency exposure to control risk is permitted.

g) Absolute Return

The allocation to absolute return / pure alpha includes investments in equities, bonds, currencies, inflation linked bonds and emerging markets. Absolute return is included in the asset allocation to provide risk diversification. In addition, these strategies are expected to have lower correlation to equities and fixed income. The structure will consist of a combination of individual managers and fund of funds to gain exposure to these markets.

h) Real Return

Real return strategies have been added to the asset allocation mix to provide an inflation hedge. The allocation is represented by Treasury Inflation Protection Securities, timber, commodities, agriculture, and direct energy.

i) Real Estate

Real estate is included in the asset allocation to provide diversification from equities and fixed income and to provide income. Real estate investments consist of both private holdings and public securities. The current real estate structure is detailed in Appendix 3C.

Private real estate investments are accessed through direct investments and commingled funds. Private real estate is illiquid and valuation is based on annual appraisals. Public real estate securities, on the other hand, are publicly traded and marked to market daily. The allocation to public real estate securities can be made in domestic and global markets.

Private real estate is allocated among different strategies. Investments in core real estate are made through a separate account structure or through commingled funds. The investment structure for the core separate account program will consist of allocation ranges for property types and geographic regions to provide broad program diversification. Diversification guidelines for the core separate program are detailed in Appendix 3C. Value added and high return strategies are accessed through commingled fund structures only.

j) Alternative Assets

Alternative assets include investments in private equity (venture capital, buyout, and special situations including distressed debt). Alternative assets are included in the asset allocation to provide further diversification and enhance expected return. This asset class has significant risk but also opportunities for high return. These assets are illiquid and valuations are not marked to market on a daily basis. Valuations for private equity investments are based on estimates of fair value. The Board has earmarked the entire alternative assets allocation for private equity. These investments will be made in a fund of fund structure.

k) Opportunistic/Innovation Portfolio

Opportunistic investing would provide flexibility to invest in concepts, approaches, and products that do not currently fit in the system's long-term asset allocation plan. Allocation to the portfolio is limited to 3%. If no investments are identified the strategic plan is not affected. Funding for the Opportunistic/Innovation portfolio will be achieved by a corresponding reduction in the targeted allocation for the closest major asset class. To ensure reasonable diversification, any individual concept is limited to 1%.

Board members, consultant, and staff may generate investment ideas for Board review and discussion. The Board would determine whether the concept warrants further due diligence and direct the appropriate committee (Investment or Private Markets) to review the investment opportunity further. Staff would be charged with the initial assessment and would recommend further steps to be taken before formulating a specific recommendation for committee consideration. The committee could advance, dismiss, or refer back to staff for further analysis. Ultimately, the committee would then advance concepts for final Board action. The recommendation would include the specific dollar amount suggested, the evaluation period (generally 3-5 years), and the specific measurement standard to be utilized.

The performance objective for the program should be the weighted average of the individual targets for each of the investment ideas utilized.

6. Implementation

The Board will establish procedures for the Chief Investment Officer and investment staff to implement board decisions and ensure compliance with Board policies and guidelines.

a) Periodic Review of Asset Allocation Policy

The Board will conduct periodic review of the asset allocation policy with the input of the Investment Consultant, Actuary, and staff. The review will be conducted at least every three years.

The Chief Investment Officer will review with the Board the portfolio values and actual versus target asset allocation each month.

b) Rebalancing the Asset Allocation

The Chief Investment Officer will monitor the asset allocation and rebalance to the approved ranges as and when necessary. Any such rebalancing will be reviewed with the Board in the subsequent monthly report.

The Chief Investment Officer will also monitor the investment structure of domestic equity, international equity, global equity, emerging markets equity, fixed income, international fixed income, absolute return, commodities, and TIPS and rebalance to approved targets as and when necessary. Such rebalancing will also be reviewed with the Board in the subsequent monthly report. Whenever practicable, major shifts in funds will be discussed in advance with the Board.

c) Cash Requirements

The Chief Investment Officer will ensure that sufficient cash is available to pay benefits and expenses in accordance with the Board approved plan to withdraw cash from income generating portfolios. The cash overlay program will allow the total plan allocation to be closer to the policy.

d) Manager Monitoring and Compliance

The Chief Investment Officer will monitor investment manager portfolios monthly to ensure compliance with the investment guidelines. The compliance report will be reviewed with the Board on a quarterly basis.

e) Investment Cost Control

The Chief Investment Officer will review the investment costs with the Board annually. The Board will ensure that the investment management costs are reasonable. The use of passive management where appropriate and optimal portfolio size to minimize sliding scale fees are some of the measures used to reduce fees, while the use of performance based fees allow for better alignment of interest.

f) Performance Review

The Board will review investment performance on a quarterly basis. The performance report will be prepared and presented by the Investment Consultant or staff using performance figures calculated by the Custodian Bank. The performance review will consist of:

Total fund performance relative to policy benchmark and attribution.

Asset class returns relative to benchmarks.

Individual manager performance and portfolio characteristics relative to benchmarks and peer group rankings.

Investment staff will review monthly performance report prepared by the custodian to ensure accuracy.

g) Manager Selection

The Board, with the assistance of the Consultant and staff will select investment managers to manage the assets of the system. The Board will authorize staff and consultant to initiate a search for a manager either to replace a manager or to fill a new mandate approved by the Board. The investment consultant and staff will conduct the search in accordance with criteria established for the search. The search criteria will include the scope of the mandate, the investment style, benchmark, and the minimum qualifications for candidates. The minimum qualifications will include successful performance track record relative to benchmark, disciplined investment process, size of assets managed, experience of staff, and organizational stability. Staff may perform on-site due diligence on final candidates before the Board interview for selection.

h) Manager Watch List and Termination

Individual managers are normally evaluated over three to five-year periods. Manager performance will be evaluated against performance objectives stated in the respective manager's investment agreement. The primary measurement is the manager's return versus the benchmark on net of fee basis. A secondary measure is the manager's ranking in a peer group with similar style. Conformance to investment guidelines will also be evaluated.

Significant deviations from the performance objectives or investment guidelines, even over short time periods will cause a manager to be placed on 'watch list' status for closer scrutiny. The Chief Investment Officer is primarily responsible for notifying the respective committees of such instances where a manager is to be placed on watch list. A manager on watch list will have from six months up to a year to improve its standing relative to the specific objectives. If no

improvements are observed at the end of the watch list period, the manager may be terminated. A manager may be terminated at any point during the watch list period if further deterioration in performance is observed.

Managers may also be placed on watch list for the following reasons: changes in key personnel, rapid changes in assets under management, non-responsive communication, and changes in ownership.

Failure of a manager to generate excess returns in a short period should not result in termination. However, the returns must be within an acceptable range of the benchmark. The rankings must also be within an acceptable range.

- i) Managers may be terminated subject to immediate review for reasons of conflict of interest, unethical behavior such as SEC violations or sanctions, and violations of the investment management agreement.

POLICY REVIEW

The Board will review this policy at least every three years to ensure that it remains relevant and appropriate.

POLICY HISTORY

The Board adopted this policy on May 11, 1992. It was revised on the following dates: February 22, 2000, November 21, 2005, November 19, 2007, February 17, 2009, and November 23, 2009.

SECRETARY'S CERTIFICATE

I, the undersigned, the duly appointed Secretary of the Orange County Employees Retirement System, hereby certify the adoption of this Policy.

Steve Delaney, Secretary to the Board

Date

Appendix 1

Total Fund Performance Benchmarks

<u>Asset Class</u>	<u>Target Allocation</u>	<u>Benchmark</u>
Domestic Equity	16%	Russell 3000
International Equity	16%	MSCI All Country World Ex-US
Emerging Markets Equity	5%	MSCI Emerging Markets Equity
Global Equity	4%	MSCI World
Domestic Fixed Income	19%	BC US Universal
International Fixed Income	5%	Citigroup Non-US World Govt. Bond; 50% hedged
Real Return	13%	(3/5 BC US TIPS) + (2/5 CPI + 5%)
Absolute Return	7%	90-Day T-bill + 5%
Real Estate	10%	NCREIF Property Index
Alternative Investments	5%	Actual Return*
Cash	0%	90-Day T-bill
Opportunistic/Innovation	0%	Weighted Average Return**
	100%	

* Actual Return is the return of the OCERS combined Alternative asset manager portfolio.

** Weighted Average Return is the weighted average of the target returns for each investment.

Appendix 2

Strategic Asset Allocation

<u>Asset Class</u>	<u>Target Allocation</u>	<u>Range</u>
Domestic Equity	16%	12% - 20%
International Equity	16%	12% - 20%
Emerging Markets Equity	5%	3% - 7%
Global Equity	4%	2% - 6%
Domestic Fixed Income	19%	15% - 23%
International Fixed Income	5%	3% - 7%
Real Return	13%	10% - 16%
Absolute Return	7%	5% - 9%
Real Estate	10%	7% - 13%
Alternative Investments	5%	3% - 7%
Cash	0%	0% - 1%
Opportunistic/Innovation	0%	0% - 3%
	100%	
Total Equity	46%	42% - 50%

(Domestic Equity, International Equity, Global Equity, Emerging Markets Equity, and Alternative Investments)

Appendix 3

Domestic Equity Structure

<u>Sub Asset Class</u>	<u>Target Allocation</u>	<u>Benchmark</u>
Large Core Passive	50%	Russell 1000
Large Growth	20%	Russell 1000 Growth
Large Value	20%	Russell 1000 Value
Small Growth	5%	Russell 2000 Growth
Small Value	5%	Russell 2000 Value
	100%	

Appendix 3A

International Equity Structure

<u>Sub Asset Class</u>	<u>Target Allocation</u>	<u>Benchmark</u>
EAFE Active	60%	MSCI EAFE
EAFE Passive	30%	MSCI EAFE
International Small Cap	10%	MSCI EAFE Small Cap
	100%	

Appendix 3B

Domestic Fixed Income Structure

<u>Sub Asset Class</u>	<u>Target Allocation</u>	<u>Benchmark</u>
Core Index	35%	BC Aggregate
Core Plus	45%	BC Aggregate
Opportunistic High Yield	20%	50% Merrill Lynch High Yield/ 50% BC Aggregate
	100%	

Appendix 3C

Total Real Estate Structure

Style	Allocation Range
Stable	>/= 70%
Value Added	0% - 30%
High Return	0% -15%
Public Real Estate Securities	0% - 15%

Core Separate Account

Property Type	Allocation Range
Apartment	0% - 40%
Office	0% - 40%
Industrial	0% - 40%
Retail	0% - 40%

Regional Diversification	Allocation Range
East	0% - 40%
Midwest	0% - 40%
South	0% - 40%
West	0% - 40%

Appendix 3D

Total Real Return Structure

<u>Sub Asset Class</u>	<u>Target Allocation</u>	<u>Benchmark</u>
TIPS	46%	BC US TIPS
Timber	15%	NCREIF Timberland Index
Commodities	15%	DJ-UBS Commodity Index
Energy	12%	Not Determined
Farmland	12%	Not Determined
	100%	