



# AGENDA REPORT

**TO:** Jestin D. Johnson  
City Administrator

**FROM:** Bradley Johnson  
Finance Director

**SUBJECT:** Oakland PFRS's Investment Portfolio  
as of September 30, 2025

**DATE:** December 16, 2025

City Administrator Approval

  
Jestin Johnson (Jan 15, 2026 16:03:26 PST)

Date: 01/15/2026

## RECOMMENDATION

**Staff Recommends That The City Council Receive An Informational Report On The Oakland Police And Fire Retirement System's ("PFRS", Or "System") Investment Portfolio As Of September 30, 2025.**

## EXECUTIVE SUMMARY

The attached Quarterly Investment Performance report (**Attachment A**), provided by the Oakland Police and Fire Retirement System (PFRS) Investment Consultant, Meketa Investment Group (MIG), summarizes the performance of the PFRS investment portfolio for the quarter ended September 30, 2025.

During the most recent quarter, the PFRS Total Portfolio generated an absolute return of 4.8 percent, gross of fees, outperforming its policy benchmark by 0.5 percent. The portfolio also outperformed its benchmark over the latest one-year and five-year period and underperformed its benchmark over the three-year period. This is discussed in more detail in the "Investment Performance" section of this report.

	Quarter	1 Year	3 Year	5 Year
Total Portfolio (a)	4.8	9.1	13.5	8.1
Policy Benchmark	4.3	8.6	14.2	8.0
<b>Excess Return</b>	<b>0.5</b>	<b>0.5</b>	<b>-0.7</b>	<b>0.1</b>

(a) Investment returns are gross of fees.

## BACKGROUND / LEGISLATIVE HISTORY

The Oakland Police and Fire Retirement System is a closed defined benefit plan established by the City of Oakland's (the "City") Charter. PFRS is governed by a board of seven trustees (the "PFRS Board"). PFRS covers the City's sworn police and fire employees hired prior to July 1, 1976. PFRS was closed to new members on June 30, 1976. As of September 30, 2025, PFRS had 585 retired members and no active members.

The System's investment portfolio is governed by the investment policy set by the PFRS Board. The PFRS Board sets an investment policy that authorizes investments in a variety of domestic and international equity and fixed income securities. Eleven external investment managers currently manage the System's portfolio. Most of the portfolio is held in custody at Northern Trust. In accordance with the City Charter, the PFRS Board makes investment decisions according to the prudent person standard as defined by applicable court decisions and as required by the California Constitution.

In March 1997, the City issued Taxable Pension Obligation Bonds, Series 1997 ("1997 POBs") and, as a result, deposited \$417 million into the System to pay the City's contributions through June 2011. As a result of the funding agreement entered at the time the 1997 POBs were issued, City payments to PFRS were suspended from February 25, 1997, to June 30, 2011. The City of Oakland resumed contributing to PFRS effective July 1, 2011, and contributed \$45.5 million for the fiscal year (FY) ended June 30, 2012.

In July 2012, the City issued \$212.5 million of Taxable Pension Obligation Bonds, Series 2012 ("2012 POBs"). The City subsequently deposited \$210 million into the System and entered a funding agreement with the PFRS Board. Thus, no additional contributions were required until July 1, 2017.

As of the most recent actuary study dated July 1, 2024, the System's Unfunded Actuarial Liability is approximately \$58.4 million, and the System had a Funded Ratio of 88.3 percent on an Actuarial Value of Assets (AVA) basis. The City of Oakland is currently making monthly payments to the Plan for the FY 2025/2026 required contribution of \$27.516 million.

## **ANALYSIS AND POLICY ALTERNATIVES**

The attached report, provided by the PFRS Investment Consultant and Actuary, summarizes the performance of the PFRS' investment portfolio. This report is being provided in accordance with the City of Oakland Charter, to provide an update to the City Council on the status of the Oakland Police and Fire Retirement System.

The presentation of this report supports the Citywide priority of **responsive, trustworthy government**. This report communicates the PFRS's financial positions and obligations to the public, policymakers, retirees, and stakeholders. At the same time, the annual audits of the PFRS finances assures the accuracy of the information contained therein.

### ***PFRS' Membership***

The City Charter establishes plan membership, contribution, and benefit provisions. The System serves the City's sworn employees hired prior to July 1, 1976, who have not transferred to the California Public Employees' Retirement System ("CalPERS"). As of September 30, 2025, the System's membership was 585, as shown in **Table 1** below.

**Table 1**  
PFRS Membership  
as of September 30, 2025

Membership	POLICE	FIRE	TOTAL
Retiree	247	129	376
Beneficiary	119	90	209
<b>Total Membership</b>	<b>366</b>	<b>219</b>	<b>585</b>

***PFRS Investment Portfolio***

As of September 30, 2025, the PFRS' portfolio had an aggregate value of \$498.07 million, as shown in **Table 2**.

**Table 2**  
PFRS Investment Portfolio  
as of September 30, 2025

Investment	Fair Value
Domestic Equities	\$ 126,912,416
Fixed Income	290,590,288
Crisis Risk Offset	38,186,997
International Equities	30,388,148
Cash	11,994,346
<b>Total Portfolio</b>	<b>\$ 498,072,195</b>

As of September 30, 2025, the PFRS portfolio had an aggregate value of \$498.07 million. This represents a \$24.4 million increase in investment value after \$7.1 million in outflows for the benefit payments over the quarter. During the previous one-year period, the PFRS Total Portfolio increased in value by \$42.8 million after drawdowns of \$20.0 million for benefit payments, as shown in **Table 3** below. The investment drawdowns for benefit payments are less than the City of Oakland's Contributions to the PFRS Plan of \$6.9 million for the Quarter and \$27.5 million for the fiscal year.

**Table 3**  
 Change in PFRS Portfolio Valuation  
 as of September 30, 2025

Total Plan Value	Quarter	1 Year
Beginning Market Value	\$ 480,701,291	\$ 475,224,987
Investment Drawdowns for Benefit Payments	-7,071,955	-19,960,898
Gain/(Loss) on Investment	24,442,859	42,808,106
<b>Ending Market Value</b>	<b>\$ 498,072,195</b>	<b>\$ 498,072,195</b>

**PFRS Investment Performance**

During the most recent quarter ending September 30, 2025, the PFRS Total Portfolio generated an absolute return of 4.8 percent, gross of fees, outperforming its policy benchmark by 0.5 percent. The portfolio outperformed its benchmark over the latest one-year period and five-year period and underperformed its benchmark over the three-year period.

Over the most recent quarter ending September 30, 2025, the Plan's Domestic Equity allocation underperformed its benchmark by -0.2 percent. The Plan's International Equity allocation outperformed its benchmark by 1.4 percent. The Plan's Fixed Income outperformed its benchmark by 0.4 percent. The Plan's Crisis Risk Offset allocation outperformed its benchmark by 0.4 percent. **Table 4** below shows PFRS's recent investment performance in comparison to its corresponding benchmarks.

**Table 4**  
 PFRS Asset Class Performance  
 as of September 30, 2025

Investment Type	Quarter	1 Year	3 Year	5 Year
PFRS Total Fund	4.8	9.1	13.5	8.1
PFRS Policy Benchmark	4.3	8.6	14.2	8.0
Excess Returns	0.5	0.5	-0.7	0.1
PFRS Domestic Equity	8.0	13.1	19.9	13.8
Benchmark: Russell 3000	8.2	17.4	24.1	15.7
Excess Returns	-0.2	-4.3	-4.2	-1.9

**Table 4 (cont.)**  
**PFRS Asset Class Performance**  
**as of September 30, 2025, cont'd**

Investment Type	Quarter	1 Year	3 Year	5 Year
PFRS International Equity	8.3	23.1	25.4	13.1
Benchmark: MSCI ACWI Ex US (Net)	<u>6.9</u>	<u>16.4</u>	<u>20.7</u>	<u>10.3</u>
Excess Returns	1.4	6.7	4.7	2.8
PFRS Fixed Income	2.4	3.6	5.7	0.4
Benchmark: Bloomberg US Universal	2.0	3.2	5.5	0.0
Excess Returns	0.4	0.4	0.2	0.4
PFRS Crisis Risk Offset	5.3	-1.4	-1.5	-4.5
Benchmark: Crisis Risk Offset	4.9	0.2	2.9	3.5
Excess Returns	0.4	-1.6	-4.4	-8.0

Note: Investment returns are gross of fees. The return figures may be subject to rounding. The PFRS Policy Benchmark is composed of 40% Russell 3000, 12% MSCI ACWI ex US (Net), 31% Bloomberg US Universal, 2% Bloomberg US Corp High Yield, 5% CBOE S&P 500 Buy Write Index (BXM), and 10% Crisis Risk Offset Benchmark from 01/01/2019 through 06/30/2024; 34% Russell 3000, 12% MSCI ACWI ex US (Net), 44% Bloomberg US Universal, and 10% Crisis Risk Offset Benchmark from 07/01/2024 through 12/31/2024; 34% Russell 3000, 12% MSCI ACWI ex US (Net), 44% Bloomberg US Aggregate Bond Index, and 10% Crisis Risk Offset Benchmark from 01/01/2025 through 07/31/2025; it is currently composed of 25% Russell 3000, 5% MSCI ACWI ex US (Net), 61% Bloomberg US Aggregate Bond Index, and 9% Crisis Risk Offset Benchmark since 08/01/2025. Crisis Risk Offset Benchmark is composed of 100% SG Multi Alternative Risk Premia Index through 12/31/2022; 33.34% SG Trend Index, 33.33% SG Multi Alternative Risk Premia Index, and 33.33% Bloomberg US Government Long Term Bond Index thereafter.

**Table 5** compares PFRS Total Portfolio performance to other pension funds and benchmarks.

**Table 5**  
PFRS Total Fund Performance  
as of September 30, 2025

	Quarter	1 Year	3 Year	5 Year
PFRS Fund (Gross of Fees)	4.8	9.1	13.5	8.1
Comparisons:				
PFRS Actuarial Expected Rate of Return (blend) (a)	1.2	5.0	5.2	5.5
Policy Benchmark (blend) (b)	4.3	8.6	14.2	8.0
Median Fund (c)	4.7	10.2	13.5	9.0
East Bay MUD Investment Returns (Gross of Fees)	5.9	13.0	16.6	10.0
San Joaquin County Investment Returns (Gross of Fees)	4.1	8.7	10.5	8.4
<p>a) The quarterly actuarial expected rate of return is calculated based on the 5.0% annual return assumption.</p> <p>b) The Policy Benchmark is composed of 40% Russell 3000, 12% MSCI ACWI ex US (Net), 31% Bloomberg US Universal, 2% Bloomberg US Corp High Yield, 5% CBOE S&amp;P 500 Buy Write Index (BXM), and 10% Crisis Risk Offset Benchmark from 01/01/2019 through 06/30/2024; 34% Russell 3000, 12% MSCI ACWI ex US (Net), 44% Bloomberg US Universal, and 10% Crisis Risk Offset Benchmark from 07/01/2024 through 12/31/2024; 34% Russell 3000, 12% MSCI ACWI ex US (Net), 44% Bloomberg US Aggregate Bond Index, and 10% Crisis Risk Offset Benchmark from 01/01/2025 through 07/31/2025; it is currently composed of 25% Russell 3000, 5% MSCI ACWI ex US (Net), 61% Bloomberg US Aggregate Bond Index, and 9% Crisis Risk Offset Benchmark since 08/01/2025.</p> <p>Crisis Risk Offset Benchmark is composed of 100% SG Multi Alternative Risk Premia Index through 12/31/2022; 33.34% SG Trend Index, 33.33% SG Multi Alternative Risk Premia Index, and 33.33% Bloomberg US Government Long Term Bond Index thereafter.</p> <p>c) Median Fund is of Public Defined Benefits Plans with \$250 million to \$1 billion in assets.</p>				

## **FISCAL IMPACT**

This item is for informational purposes only and does not have a direct fiscal impact or cost.

## **PUBLIC OUTREACH / INTEREST**

This item did not require public outreach other than the required posting on the City's website.

## **COORDINATION**

This report was prepared in coordination with the PFRS' Investment Consultant (Meketa).

## **SUSTAINABLE OPPORTUNITIES**

***Economic:*** Whenever possible, the PFRS Board seeks to benefit the local Oakland-based economy. In 2006, the PFRS Board and staff, created the PFRS Local Broker provision. This provision mandates that the PFRS Investment Managers consider using Oakland-based brokers for all trades conducted on behalf of the fund based on best execution. This program aims to regenerate some of the commissions generated by the System into the Oakland economy.

***Environmental:*** The PFRS Board supports a sustainable environment. On June 29, 2016, the PFRS Board passed Resolution No. 6927 prohibiting PFRS investment managers from investing PFRS funds in any publicly traded company which derives at least 50 percent of its revenue from the mining and extraction of thermal coal.

***Race & Equity:*** There are no race and equity opportunities associated with this report.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff Recommends That the City Council Receive an Informational Report on the Oakland Police and Fire Retirement System's ("PFRS", or "System") Investment Portfolio as of September 30, 2025.

For questions regarding this report, please contact David Jones, Treasury Administrator, at (510) 238-6508.

Respectfully submitted,

  
Bradley Johnson (Jan 12, 2026 11:26:46 PST)

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BRADLEY JOHNSON  
Director of Finance, Finance Department

Reviewed by:  
David F. Jones, Treasury Administrator

Prepared by:  
Téir Jenkins, Investment & Operations Manager  
Retirement Unit

**Attachments (1):**

**Attachment A:** Oakland Police and Fire System Quarterly Investment Performance Report as of September 30, 2025