The spreadsheets in this publication are available in accessible data form (Excel) for the sections below.

Management's Discussion and Analysis, pages 17-30
comptroller.texas.gov/transparency/reports/comprehensive-annual-financial/2018/analysis.xlsx

Basic Financial Statements, pages 31-184
comptroller.texas.gov/transparency/reports/comprehensive-annual-financial/2018/basic.xlsx

Required Supplementary Information other than MD&A, pages 185-204
comptroller.texas.gov/transparency/reports/comprehensive-annual-financial/2018/supplemental.xlsx

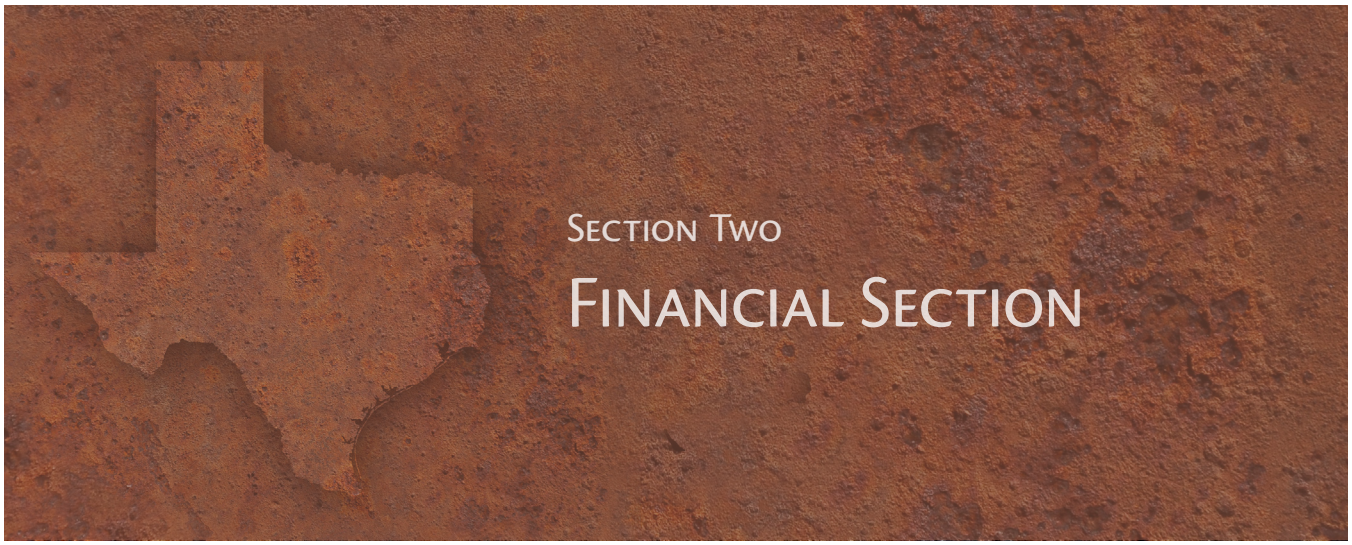
Governmental Funds, pages 205-230
comptroller.texas.gov/transparency/reports/comprehensive-annual-financial/2018/governmental.xlsx

Enterprise Funds, pages 231-260
comptroller.texas.gov/transparency/reports/comprehensive-annual-financial/2018/enterprise.xlsx

Fiduciary Funds, pages 261-278
comptroller.texas.gov/transparency/reports/comprehensive-annual-financial/2018/fiduciary.xlsx

Discretely Presented Component Units, pages 279-294
comptroller.texas.gov/transparency/reports/comprehensive-annual-financial/2018/discretely.xlsx

Statistical Section, pages 295-321
comptroller.texas.gov/transparency/reports/comprehensive-annual-financial/2018/statistical.xlsx



Section Two

Financial Section

State Auditor's Office

Independent Auditor's Report

The Honorable Greg Abbott, Governor
The Honorable Glenn Hegar, Comptroller of Public Accounts
The Honorable Dan Patrick, Lieutenant Governor
The Honorable Dennis Bonnen, Speaker of the House of Representatives
and
Members of the Legislature, State of Texas

Report on the Consolidated Financial Statements

We have audited the accompanying consolidated financial statements of the governmental activities, the business-type activities, each major fund, and the aggregate discretely presented component units and remaining fund information of the State of Texas, as of and for the year ended August 31, 2018, and the related notes to the financial statements, which collectively comprise the State's basic financial statements as listed in the table of contents.

Management's Responsibility for the Consolidated Financial Statements

Management is responsible for the preparation and fair presentation of these consolidated financial statements in accordance with accounting principles generally accepted in the United States of America; this includes the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of consolidated financial statements that are free from material misstatement, whether due to fraud or error.

Auditor's Responsibility

Our responsibility is to express opinions on these consolidated financial statements based on our audits. We did not audit the financial statements of the following entities:

- The Texas Department of Transportation, a component of the State of Texas, which is included in the governmental and proprietary funds. The Texas Department of Transportation constitutes 99.9 percent of the expenditures for the State Highway Fund, a major governmental fund. The Texas Department of Transportation also constitutes 59.6 percent of the assets of governmental activities.
- The University of Texas System, a component of the State of Texas, which constitutes 71.3 percent of the assets of Colleges and Universities, a major enterprise fund. The University of Texas System also constitutes 56.8 percent of the assets of the business-type activities.
- The Texas Lottery Commission, a component of the State of Texas, whose Lottery Fund is a major enterprise fund that constitutes 18.5 percent of the operating revenues of the business-type activities.

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SAO Report No. 19-317

The statements listed above were audited by other auditors whose reports thereon have been furnished to us, and our opinion, insofar as it relates to the amounts included for these entities, is based solely on the reports of the other auditors. We conducted our audits in accordance with auditing standards generally accepted in the United States of America and the standards applicable to financial audits contained in *Government Auditing Standards* issued by the Comptroller General of the United States. Those standards require that we plan and perform the audits to obtain reasonable assurance about whether the consolidated financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the consolidated financial statements. The procedures selected depend on the auditor's judgment, including the assessment of the risks of material misstatement of the consolidated financial statements, whether due to fraud or error. In making those risk assessments, the auditor considers internal control relevant to the entity's preparation and fair presentation of the consolidated financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. Accordingly, we express no such opinion. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluating the overall presentation of the consolidated financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

Opinions

In our opinion, based on our audit and the reports of other auditors, the consolidated financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, each major fund, and the aggregate discretely presented component units and remaining fund information of the State of Texas, as of August 31, 2018, and the respective changes in financial position and, where applicable, cash flows thereof for the year then ended in conformity with accounting principles generally accepted in the United States of America.

Emphasis of Matter

Postemployment Benefits Other Than Pensions (OPEB) Liability

As discussed in Note 14, the State restated its beginning balances as of September 1, 2017, to reflect the impact of the implementation of Governmental Accounting Standards Board (GASB) Statement No. 75, *Accounting and Financial Reporting for Postemployment Benefits Other Than Pensions* (GASB 75). These restatements related to the State's OPEB liabilities totaled $94.1 billion. In anticipation of implementing GASB 75, the State made changes in its Teacher Retirement System's OPEB plan benefits and actuarial assumptions. As a result, the State recognized an $8.5 billion reduction in general government expenses in its Statement of Activities for fiscal year 2018, as disclosed in the Teacher Retirement System's section in Note 11.

Economic Stabilization Fund

As discussed in Note 13, the Economic Stabilization Fund balance was $12.5 billion as reported in the governmental fund financial statements as unassigned fund balance as of August 31, 2018. That amount consisted primarily of $8.7 billion in cash in the State Treasury, $2.3 billion in current and non-current investments, and $1.4 billion due from the General Revenue Fund. The $1.4 billion due from the General Revenue Fund was transferred to the Economic Stabilization Fund in November 2018.

Investments with Values that Are Not Readily Determined

As discussed in Note 3 on page 86, the financial statements include certain investments valued at approximately $119.6 billion as of August 31, 2018, whose fair values have been estimated by management in the absence of readily determinable fair values.

Our opinions are not modified with respect to these matters.

Other Matters

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the management's discussion and analysis, the budgetary comparison schedule, the schedules of pension liability, and the schedules of OPEB liability, as listed in the table of contents, be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context. We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

Other Information

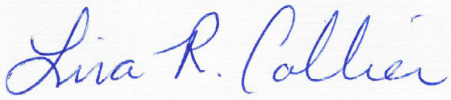
Our audit was conducted for the purpose of forming opinions on the consolidated financial statements that collectively comprise the State's basic financial statements. The combining financial statements and schedules, introductory section, and statistical section, as listed in the table of contents, are presented for purposes of additional analysis and are not a required part of the basic financial statements.

The combining financial statements and schedules are the responsibility of management and were derived from and relate directly to the underlying accounting and other records used to prepare the basic financial statements. Such information has been subjected to the auditing procedures applied in the audit of the basic financial statements and certain additional procedures, including comparing and reconciling such information directly to the underlying accounting and other records used to prepare the basic financial statements or to the basic financial statements themselves, and other additional procedures in accordance with auditing standards generally accepted in the United States of America. In our opinion, based on our audit, the procedures performed as described above, and the reports of the other auditors, the combining financial statements and schedules are fairly stated, in all material respects, in relation to the basic financial statements as a whole.

The introductory section and the statistical section have not been subjected to the auditing procedures applied in the audit of the basic financial statements, and accordingly, we do not express an opinion or provide any assurance on them.

Other Reporting Required by *Government Auditing Standards*

In accordance with *Government Auditing Standards*, we will issue a separate report on our consideration of the State's internal control over financial reporting and on our tests of its compliance with certain provisions of laws, regulations, contracts, and grant agreements and other matters. The purpose of that report is to describe the scope of our testing of internal control over financial reporting and compliance and the results of that testing, and not to provide an opinion on internal control over financial reporting or on compliance. That report is an integral part of an audit performed in accordance with *Government Auditing Standards* in considering the State's internal control over financial reporting and compliance.



Lisa R. Collier, CPA, CFE, CIDA
First Assistant State Auditor

February 21, 2019