Chapter VII

Lottery Menace And Planned Social Change
A Spanish proverb says, "to be a bull fighter, you must first learn to be a bull".

- Anonymous

This chapter presents a discussion on dilemmas of lottery business, processes and strategies for dealing with lottery menace, and a model of strategy-mix choice to bring about a planned social change in respect of lotteries.

Lottery Business: Dilemmas

Lottery business behaves as a 'double-edged sword' (cuts both ways). On the one hand, it generates revenue for the government to be utilised for social and developmental activities, provides employment to people directly or indirectly involved in lottery trade including the blind, the handicapped and orphans and their families who are dependent upon lottery business for daily living. Most of lottery traders may not get any other employment as they are little educated and economically poor. State lotteries being legal, offer an avenue for the people to engage in relatively safer gambling. This side of lottery business projects a positive picture. In contrast, man's propensity to take on unacceptable odds for achieving quick riches is a fact of life. As it is already revealed in this study, it is the poor and the less educated who indulge in lotteries and other gambling activities on a large scale. Evidence shows that betting on single-digit/instant lotteries has rendered several families homeless. In fact, a prize, once won, has a

tendency to make the winner addicted. Over a period of time and certainly in
a mathematical sense, the buyer of the lottery ticket "always loses." Hence,
there can be no two opinions about the ruinous impact of lottery addiction
(just like liquor addiction) particularly on the poorer sections as also on the
community at large in the socio-economic context by way of income erosion,
destabilisation of family life, a greater deprivation of food and other
necessities, a higher incidence of crime and disruption of public peace and so
on. The argument that any government committed to social well-being
should endeavour to eradicate, if not at least regulate the lottery menace can
not be disputed.

The social activists, religious groups, and women's welfare
organisations have been alleging that lotteries being State-sponsored
gambling are economically wasteful, socially dangerous, politically unwanted,
and morally indefensible. They have also been pressurising both Central and
State governments to bring about a comprehensive legislation for a total ban
on lotteries in India. Out of 25 States, 14 States have already banned their
own State lotteries. The question, however, is whether the legislation is the
best and practical method of realising the goal of bringing about socially
desirable attitudes and behaviour.

It is worth noting that in 1951, the 'British Royal Commission on Betting, Lotteries and Gaming' issued a report that stands as a landmark in official thought concerning gambling legislation. The commission argued that legislation designed only to prohibit or restrict participation in particular forms of gambling is likely to fail because it is difficult to enforce; it frequently becomes out-of-date; it leads to class distinctions; and it fails to provide for the ingenuity of those who would profit from promoting gambling.\(^1\) If the experience with the enforcement of "dry law" (liquor prohibition) even in the States, like Gujarat, where the official commitment to the cause has a strong historical base has anything to convey, it is that the legislation route is hopelessly rugged and bumpy, given the formidable combination of negative factors at work - the pervasive nature of the addiction, the endemicity of corruption at the enforcement level and the bootlegger-politician nexus all along the line.\(^2\) In this context, the basic question is - "will people give up drinking because of prohibition?". Of course, some, who are law-abiding, may stop. But others will go in for substitutes which may be in the form of illicit liquor or other kinds of intoxicants. Similarly, if State lotteries are totally banned, it is feared that those who have been buying lottery tickets before the ban will now turn to illegal ways of gambling and perhaps even anti-social activities.\(^3\) Hence, restrictions which are extremely severe and lacking adequate public support,

may temporarily succeed in reducing indulgence in lotteries, but are unsustainable and counterproductive in the long run. Prohibition will be successful only if there is effective coordination among the enforcement, prevention, treatment and rehabilitation approaches. From this discussion it follows that the mere prohibition of lotteries or the withdrawal of the State from lottery activity would not be effective in curbing people's tendency to gamble and on the contrary, it may lead to a proliferation of other illegal or criminal forms of activities. Hence, it calls for a 'planned social change' focussing on attitudinal restructuring and behaviour modification of the people.

Public sector agencies are often concerned with bringing about significant changes in consumption behaviour and patterns in the market place. Some of the examples include decrease alcohol and cigarette purchases, decrease food consumption among obese people, increase the use of contraceptives for preventing large families and AIDS, increase the use of helmets, increase the use of wearing seat belts, and increase the use of car pooling arrangements. Many of these organisations have recently discovered marketing as a potentially useful tool to help them achieve their objectives, which often deal with planned social change.¹

**Planned Social Change: Dealing with Lottery Menace**

Planned social change refers to active intervention by change-agents (e.g., officials in public agencies) with a conscious policy objective to bring

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about a change in magnitude and/or direction of a particular social or consumption behaviour by means of one or more strategies of change.¹

Planned social change consists of the following characteristics:

(a) The social behaviour to be changed must be identified and well defined.

(b) There should be a policy objective with respect to the magnitude and/or direction of social change.

(c) Some entity should be earmarked as the change-agent and supplied with appropriate resources or powers.

(d) One or more strategies of change should be utilised.

Planned social change is, therefore, a managerial rather than a behavioural task that requires making decisions as to which strategies to use, in what combination, and for which target groups in order to achieve policy objectives related to bringing about a pre-specified magnitude and/or direction of change in a given social or consumption behaviour.² Only after these decisions are made does planned social change become an implementation task for managers (change-agents). If the managerial task

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stage is skipped or performed poorly, the chances of widespread social change in the direction desired by the change-agent will be relatively low.

Problems In The Present Social Change Approach

The problem in the present social change approach is that very often only a single strategy is utilised in an attempt to bring about a social change at a given point of time and sometimes over a period of time (e.g., prohibition of liquor, either partially or totally; and banning of lotteries). Different appeals for different population segments are typically not designed under this single strategy approach.  

As far as this study is concerned, planned social change aims at bringing about and sustaining socially desirable attitudes and behaviour in respect of lottery business. Accordingly, the change-agent is interested in reducing the per capita purchase (volume and frequency) of lottery tickets among purchasers as well as encouraging people to quit purchasing of lottery tickets. The attitude of the people may be positive, neutral, or negative (unidimensional attitudes) towards the proposed social change (reducing/quitting the purchase of lottery tickets). On the other hand, three behavioural dimensions of the people could be identified such as 'engaged' (non-purchaser of lottery tickets); 'infrequently engaged' (infrequent purchaser); and 'non-engaged' (regular purchaser) in the desired social behaviour.

Attitude-Behaviour Consistency/Discrepancy

People often manifest behaviour towards which they have positive attitudes. The people who are positively predisposed towards eradicating the

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lottery menace may not purchase lottery tickets, thus engaging themselves in the relevant social behaviour. They avoid the purchase of lottery tickets precisely because they have negative attitudes in respect of lottery business. If the people have negative attitude towards eradicating the lottery menace, they buy lottery tickets, thus not engaging themselves in the relevant social behaviour. They purchase lottery tickets because they have positive attitudes towards lottery business. This trend represents the case of attitude - behaviour consistency.

However, attitude-behaviour discrepancy may also exist. This construct implies that there are situations in which people's attitudes and behaviour are at odds with each other. Many people have positive attitudes towards eradicating lottery menace but they buy lottery tickets; conversely, some people may have negative attitudes towards eradicating lottery menace but still refrain from buying lottery tickets. Hence, a conflict between attitudes and behaviour might exist.\(^1\) There are several examples in the area of planned social change where apathy is dominant and, therefore, people really do not care or they are truly indifferent towards alternative courses of behaviour.

Model of Strategy Mix Choice

This chapter presents a model of "strategy-mix choice" for eradicating lottery menace which will provide the change-agent (public policy maker) with conceptually sound and operationally feasible process of the planned

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social change. Based on the concept of attitude-behaviour consistency/discrepancy, the proposed model provides insights to the change-agent about different processes and objectives of eradicating lottery menace in a phased manner. This chapter also highlights the importance of a "consumer orientation" especially in regard to varying population segments with different needs, wants, attitudes, and behaviour within public agencies. A consumer orientation is often missing in public sector (government) decision making and programmes designed to change consumption patterns in the market place.¹

Processes and Strategies

The conceptual framework suggests that there are nine processes of planned social change, each one most appropriate for each of nine combinations of attitude-behaviour consistency/discrepancy, as summarised in table-7.1. When attitudes and behaviour are consistent as well as in the positive direction towards the relevant social behaviour (cell one in table-7.1) a reinforcement process seems most appropriate for sustaining the planned social change. It refers to rewarding people for engaging themselves in a behaviour they enjoy (like) and which the change agent wants to continue and sustain.

### Table 7.1
Model of Strategy-Mix Choices for Eradicating Lottery Menace

<table>
<thead>
<tr>
<th>Relevant Social Behaviour</th>
<th>Relevant Attitude towards Social Change</th>
<th>Positive</th>
<th>Neutral</th>
<th>Negative</th>
</tr>
</thead>
<tbody>
<tr>
<td>Non-Engaged (regular purchaser)</td>
<td>Cell seven, Moderate Inducement Process (support system)</td>
<td>Cell eight, Radical Inducement Process (information and educating)</td>
<td>Cell nine, Radical Confrontation Process (mandatory rules, clinical counselling and behaviour modification)</td>
<td></td>
</tr>
</tbody>
</table>

**Note:**
1. Regular, infrequent, and non-purchaser categories of behaviour refer to the buying patterns of lottery tickets.
2. Social change intended to bring about is "eradication of lottery menace in the society."
3. Terms used in the parentheses are the "strategies" to achieve each process/objective of each cell.
Table 7.2
Attitude-Behaviour Consistency/Discrepancy Matrix

<table>
<thead>
<tr>
<th>Relevant Social Behaviour</th>
<th>Attitude towards Social Change</th>
<th>Behaviour Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Positive</td>
<td>Neutral</td>
</tr>
<tr>
<td>Engaged (non-purchaser)</td>
<td>Cell one</td>
<td>Cell two</td>
</tr>
<tr>
<td></td>
<td>165 (20.6)</td>
<td>66 (8.3)</td>
</tr>
<tr>
<td>Infrequently Engaged (infrequent purchaser)</td>
<td>Cell four</td>
<td>Cell five</td>
</tr>
<tr>
<td></td>
<td>40 (5.0)</td>
<td>44 (5.5)</td>
</tr>
<tr>
<td>Non-Engaged (regular purchaser)</td>
<td>Cell seven</td>
<td>Cell eight</td>
</tr>
<tr>
<td></td>
<td>19 (2.4)</td>
<td>31 (3.8)</td>
</tr>
<tr>
<td>Attitude Total</td>
<td>224 (28.0)</td>
<td>141 (17.6)</td>
</tr>
</tbody>
</table>

Note: 1. 'Positive' attitude towards social change (eradication of lottery menace) implies negative attitude towards buying lottery tickets.
2. 'Neutral' attitude towards social change implies truly indifferent attitude towards buying lottery tickets.
3. 'Negative' attitude towards social change means positive attitude towards purchasing lottery tickets.
4. Figures in parentheses appearing in each cell indicate percentages to the total sample size of 800.
Null hypothesis: Attitude-behaviour consistency in respect of eradicating lottery menace (planned social change) tends to exist among all people.

Research hypothesis: Attitude-behaviour consistency in respect of eradicating lottery menace (planned social change) does not exist among all people.

Calculated value of $\chi^2$ : 224.731

Table value significant at 5% level : 9.488
df : 4

As seen in table-7.2 cell one, out of 800 respondents, (rural and urban) 20.6 per cent are found in this cell. They possess positive attitudes towards eradicating the lottery menace (planned social change) and also engaged themselves in the relevant social behaviour (non-purchasers of lottery tickets).

The general objective of the reinforcement process is to keep people in the 'positive attitude, engaged behaviour cell'. This can be accomplished through (1) reinforcing the behaviour, (2) reinforcing the attitude, and/or (3) reinforcing both. People here are already performing the desired behaviour and have a positive attitude towards it. Objective information on the situation and the value and benefits of the relevant social behaviour will tend to be processed (not selectively screened) by consumers in this group and serve to remind them in a non-pressurised way, why their current attitudes
and behaviour are justified.\textsuperscript{1} Hence, the strategy of "information"\textsuperscript{2} is recommended for this category of people to sustain the already existing positive attitude and behaviour towards eradicating the lottery menace.

'Attitude enhancement process' would be appropriate for those people who have truly indifferent (neutral) attitude towards the relevant social behaviour, but are somehow engaged in the relevant behaviour (cell two in table-7.1). As observed in table 7.2 slightly more than 8 per cent of the respondents are identified as belonging to this group. It should be noted that they are already performing the relevant social behaviour (non-purchasers). But they have neutral attitudes towards the desired change. The attitudes of these people can be moved (enhanced) from the pre-existing neutral attitude to the positive attitude through the strategy of "education". They should be made aware of the ill-effects of the lottery menace which has rendered many families homeless and ruined the life of several addicts.

The 'rationalisation process' is most appropriate when people are currently engaged in a desirable social behaviour but have a negative attitude towards it (cell three in table-7.1). Often, this may be due to lack of choice or due to a temporary situation. In each case, the behaviour may only

\textsuperscript{1} Engle, James, Martin Warshaw, and Thomas Kinnear (1979), Promotional Strategy, Homewood, IL: Richard D. Irwin; Inc.
be temporary and may not lead to subsequent attitudinal change. Thus the primary objective of this process is to generate attitudinal change that will be consistent with the behaviour and therefore, difficult to alter when the temporary situation is removed.

In this study it was found out that slightly more than 12 per cent of the respondents engaged themselves in the relevant social behaviour eventhough they possessed negative attitudes towards the desired social change of eradicating lottery menace. The change-agent can generate 'attitude change' (from negative to indifferent to positive) through a 'radical rationalisation process' as shown in table-7.1, cell three. The appropriate strategy to achieve this objective would be "persuasion and propaganda."\(^1\) The use of persuasion and propaganda in the radical rationalisation process might include information packaged in a biased way in favour of the desired behaviour. Conclusion-drawing and dramatic statements of the benefits associated with not buying lottery tickets or ill-effects of indulging in lottery business are stressed. Hence, this strategy involves a biased presentation of facts and figures in an aggressive manner to impact and change attitude.

'Behavioural enhancement process' appears appropriate in situations where people possess positive attitude towards the relevant social change but are only infrequently engaged (sometimes refrained from buying lottery

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tickets) in the relevant behaviour (cell four table-7.1). The respondents identified in this category accounted for 5 per cent. The strategy of "social control" can be used to convert infrequent buyers of lottery tickets into the non-purchasers. Social controls refer to group identification and norms, values and pressures that peer groups bring to bear for both ensuring and sustaining the desired social change. These involve subtle or direct pressure and even implied punishments for non-conformity. Just like in the case of smokers, people who are regularly indulging in lotteries may be socially ostracised or humiliated or even looked down upon by their friends and colleagues.

5.5 per cent of the respondents appeared in cell five (table-7.2) who possess truly indifferent attitudes towards the desired social change and are also infrequently engaged in the relevant social behaviour. Since these people possess consistent indifferent attitude and behaviour a 'moderate rationalisation process' would be more appropriate. As in the case of cell four, the strategy of 'social control' is suggested for cell five also.

When the people possess negative attitudes towards the intended social change and infrequently engage in the relevant social behaviour (cell six in table-7.1) a 'moderate confrontation process' is required.

As seen in table-7.2 slightly more than 9 per cent of the respondents occupy this cell. The strategy of imposing certain "economic disincentives" would be appropriate to bring about a planned social change among these people. Economic disincentives involve tangible punishments for showing undesirable behaviour (overindulgence in lottery business) such as adding extra duties, tariffs, surcharges, and taxes to the cost of lottery tickets. It is worth noting that the Delhi government has totally banned Delhi lottery and with regard to lotteries of other States, stringent measures were taken including 'imposition of sales tax' to the extent of 20 per cent to eradicate the lottery menace.

When people possess a positive attitude towards a desirable social behaviour but do not or cannot presently engage themselves in the concomitant behaviour (cell seven in table-7.1) a 'moderate inducement process' needs to be used. Behavioural change is the primary objective, given that a positive attitude already exists in this segment and, as such, movement of people from cell seven to cell four to cell one becomes easy.

As noted in table-7.2 (cell seven) a negligible proportion of less than 3 per cent of the respondents possess 'positive attitude, non-engaged relevant social behaviour'. In fact, they have positive attitudes towards eradicating lottery menace (negative attitude towards buying lottery tickets) but regularly purchase lottery tickets. Probably, they have already got addicted to lotteries and are unable to get out of this menace, even if they wish to. In this case, the appropriate strategy would be the provision of "support system" inducing them to move from non-engaged behaviour state to infrequently engaged to regularly engaged behavioural states. The change-agent wants them to reduce the purchase of lottery tickets (volume and frequency) initially, and finally quit the purchasing of lottery tickets.

One of the support systems cited above would be the role of 'Gamblers Anonymous (GA)'. This is functioning on similar lines of 'Alcoholic Anonymous (AA)'. At present, it exists in the United States. It can be sponsored by any social service or voluntary organisations. The date, time, and venue of the Gamblers Anonymous will be widely advertised. All interested gamblers (mostly addicts) assemble and informally exchange information on the ill-effects of gambling and the escape-routes to get out of this menace. Studies show that several gambling addicts recovered from this evil through the Gamblers Anonymous.\(^1\) A similar association can be formed in India also.

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When people possess truly indifferent attitudes towards planned social change and are also not engaged in the relevant behaviour (cell eight in table-7.1) a 'radical inducement process' is needed to positively influence both their attitudes and behaviour towards the social change. The strategies of 'information' and 'education' as discussed for cells one and two would also be appropriate for this cell.

Finally, a 'radical confrontation process' is required for those people whose both attitudes and behaviour are consistent but in the negative direction towards a desirable social behaviour (cell nine in table-7.1).

As noted in table-7.2 (cell nine) slightly more than 33 per cent of the respondents have negative attitude towards eradicating lottery menace (positive attitude towards buying lottery tickets) and are also not engaged in the relevant social behaviour (either reducing or quitting the purchase of lottery tickets). In this case movement of people directly to cell one may be too radical a change in some situations. If so, the change-agent can utilise a multi-stage process in which he/she moves people from cell nine to either cell eight or seven and then eventually to cell one in table-7.2.

The most appropriate strategies to achieve this objective in this category of people would include: clinical counselling and behaviour modification; and mandatory rules and regulations.

Clinical counselling and behaviour modification strategy can change socially undesirable behaviour (overindulgence in gambling) by helping the hard-core gambling addicts to learn a socially desirable behaviour (reducing or quitting the purchase of lottery tickets). The confrontation process is both very difficult and painful to implement since it requires fundamental changes in both the values and habits of people, and may be accompanied by political overtones and apathy of public agencies. The psychiatric and psychoanalytic programmes tailored for each deviant individual as well as small group therapy programmes are examples of clinical counselling and behaviour modification. On the other hand, legal restrictions on behaviour (anti-lottery laws and regulation by the government) are by definition coercive and universal in nature. As a 'stick approach' punitive measures can be used given the non-compliance of behaviour. However, it is worth noting that when people have negative attitudes and are not exhibiting the relevant social behaviour, pressure tactics may merely serve to alienate them. Defense mechanisms may arise, causing such an approach to fail.¹

Choosing Appropriate Process

How to allocate resources among the alternative processes of planned social change depends, to a large extent, on the distribution of the respondents in the nine cells of the attitude-behaviour consistency/discrepancy matrix (table-7.2). The larger the percentage of people exhibiting attitude behaviour consistency, the greater is the need to implement

reinforcement, rationalisation, and confrontation processes for respondents in cell one, five, and nine respectively (table-7.1). On the other hand, the larger the percentage of people who exhibit attitude-behaviour discrepancy, the greater is the need to implement inducement, rationalisation, and enhancement processes for respondents in cell two, three, four, six, seven and eight respectively (table-7.1). It should be clearly noted that the more heterogeneous the cultural and economic backgrounds of people in a society, the less likely it is that all of them will be concentrated in any one cell.¹ This trend could be noticed among the respondents in table-7.2.

Out of 800 respondents distributed in the attitude-behaviour consistency/discrepancy matrix, 59.3 per cent exhibited attitude-behaviour consistency in cells one, five, and nine; while the remaining 40.7 per cent exhibited attitude-behaviour discrepancy in other cells. Therefore, in highly diverse and complex societies like India, it appears necessary to utilise a mix of processes and strategies for an optimal achievement of planned social change.

At 5% level of significance, the value of $\chi^2$ is 224.731 and the table value of $\chi^2$ is 9.488. Since the calculated value of $\chi^2$ is greater than the table value of $\chi^2$, the null hypothesis is refuted and the research hypothesis is accepted. Accordingly, attitude-behaviour consistency in respect of eradicating lottery menace (bringing about planned social change) does not exist among all people in the area covered by this study.

Conclusion

To sum up, the model of 'strategy-mix choices' for eradicating lottery menace presented in table-7.1 suggests underlying processes of planned social change (eradication of lottery menace) and examples of specific strategies that can be used to implement them for each cell. As noted in table-7.1, for the rationalisation, inducement, and confrontation processes, a distinction is made between 'moderate' and 'radical' processes; that is, in a given cell a change-agent may face moderate difficulty in successfully implementing a certain process, while in another cell stiffer resistance may be encountered. Further, the implementation of attitude enhancement and behavioural enhancement processes involves a less drastic approach in comparison with the implementation of the radical rationalisation and moderate inducement processes. The most basic implication of the model is that the change-agent must use different types of 'influence strategies' and/or change the orientation (tactics) of specific strategies across the different attitude-behaviour consistency/discrepancy groups. While a particular strategy and tactic may be effective in facilitating one process or objective, it may not work well in facilitating other process or objective. Finally, the model developed in this chapter suggests that the change-agent must not think in terms of a 'universal strategy approach' but seriously consider segmenting the total population and utilise a mix of influence strategies on a selective basis from among those that facilitate reinforcement, inducement, rationalisation, and confrontation processes to bring about a planned social change in the field of lottery business.
Voluntary agencies and Non-Government Organisations (NGOs) would be in a relatively better position than the governmental agencies to spread the awareness of evil effects of addiction to lotteries and other forms of gambling; to facilitate and rehabilitate the addicts by identifying, counselling and behaviourally treating the gambling addicts.¹ These agencies and organisations have already demonstrated their decisive roles in counselling, treating and rehabilitating alcoholic addicts.