

# ILLEGAL LOTTERIES AND A LARGE OUTLAW ECONOMY IN A DEVELOPING COUNTRY

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## Abstract

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This study aims to understand the illegal lottery businesses from economic, political, and social perspectives in Chiang Rai, Nakhon Ratchasima, Rayong, and Phuket provinces of Thailand, which have contributed to the outlaw economy. The study used qualitative methodologies to determine why illegal lotteries continue to exist and if members of the lower class, such as farmers, workers, and vendors in marketplaces with low incomes and education, were the primary contributors to their unlawful existence. The results showed that the cash flow of the illegal lottery was 0.91% of 2019 Thailand's GDP and 0.93% of 2021 Thailand's GDP (Center for Gambling Studies, 2019; Office of the National Economic and Social Development Council [NESDC], 2022), 5.10% of the government fiscal year in 2019, and 4.56% of the government fiscal year in 2021. The Budget Bureau has been the main source of revenue for community leaders such as politicians, government officials, and national or local authorities. In Thailand, large hidden organizations have administered and regulated illegal lotteries. Because of this, policy changes or flexibility are very important for the domestic market mechanism and the gambling industry in terms of the global setting.

**Keywords:** Illegal Lottery, Outlaw Economy, GDP, Thailand

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## 1. INTRODUCTION

Gambling businesses are related to modern capitalism, which emphasizes symbolic consumption, leading to an increase in needs rather than their

satisfaction and an enhancement of the entertainment industry worldwide. In a capitalist society, the traditional roles of gambling that are for leisure and entertainment may not be able to continue to provide the same functions; as a result,

in addition to their conventional roles, gambling businesses must be modified to be profit-making enterprises (Kraiwani, 2016). In today's society, this is a novel form of gaming. Piampongsan (2014) stated that gambling was still growing even in the areas that were late to adopt capitalism, including the borders of Thailand, Laos, Cambodia, and Myanmar, where the Asiatic mode of accumulation existed. Illegal lotteries are one form of these businesses. In Thailand's social context, they are viewed as a kind of gambling that integrates aesthetics and cultural domination with continuous social reproduction through socialization. Therefore, illegal lotteries are a kind of symbolic capital that dominates Thai society, like the economic capital of McDonald (1984) and Piriyaangsan (2005), who classified the types of "outlaw economy". In their early stage, illegal lotteries were limited to Chinese immigrants. In 1831-1835, Thailand was affected by drought, leading to a shortage of food. The government, therefore, needed to import rice to solve the problem. King Rama III was worried about the economic crisis and tax collection. A Chinese man who was the liquor concessionaire informed the king that the Thai people had their own savings but did not spend them, and some of them buried their money. A lottery would make them spend. King Rama III agreed and appointed him as the first lottery concessionaire in 1835 (Plainoi, 1980).

Gambling is outlawed in Thailand, despite the fact that it remains popular. Numerous studies estimate that unlawful gambling operations generated total revenue of between 527,200 and 1,264,350 million baht at the end of 2013. Gambling dens are worth between 492,200 and 988,200 million baht, while illegal lotteries and football betting are roughly the same. Illegal lotteries are worth approximately 139,000 million baht, football betting is worth approximately 136,800 million baht, and stock lotteries are worth approximately 5,500 million baht (Piriyaangsan & Sonsuphap, 2014). Illegal lotteries were first based on the announcement of prizes in the government lottery. When gamblers' needs increased, the government lottery was not enough. The Government Saving Bank's lottery and the Omsin lottery gained popularity, and their prizes are announced on the 20th of each month. In addition, the Red Cross lottery, which is drawn three times a year, has become popular. This means that Thai people have 39 chances to raise money from their lottery gambling: 24 chances for the government lottery, 12 chances for the Omsin lottery, and 3 chances for the Red Cross lottery (Kasikorn Bank, 1995). However, illegal lotteries are mainly based on the results of the government lottery. This is an illegal business with a huge value and is a source of enormous income for millionaires or leading politicians in Thailand. Many of them are powerful, being part of the cycle as distributors or agents, along with other kinds of jobs. It has been estimated that the total value of illegal lotteries sold and purchased in 1995 was 325,184 million baht or 8% of the gross national product (Phongpaichit, Piriyaangsan, & Treerat, 2000). Illegal lotteries are thus an illegal activity that has existed in the society for a long time and integrates cultural and market mechanisms, attracting a large number of gamblers, agents, or distributors, for whom a large amount of money circulates during the cycle.

According to Wannathepsakul (2011), the bankers of lottery gamblers must look powerful and wealthy to help promote trustworthiness, spending more extravagantly than others in the community and showing their higher status. They continuously donate money and objects to charities at the community's traditional events, support the community's welfare and the government's work when requested, and act as negotiators who settle disputes among people in the community. Illegal lotteries are thus a social activity. However, the selection of numbers is made individually instead of collectively. Buyers of lottery tickets are influenced by their beliefs and dreams, considering lottery gambling as taking a chance rather than a kind of gambling. For them, winning or losing a prize does not matter, which is why the bankers of illegal lottery gamblers assess this risk so little. However, the risk is more likely to result from the government's policy, which suppresses illegal authorities and legalizes illegal lotteries. Consequently, the growth of illegal lotteries depends on the government's policy. The value of illegal lotteries in 2010 signified that they represent an economic network in which an enormous amount of money, many groups of people, and sociocultural contexts are connected. Most illegal lottery gamblers are in rural areas, where the main lottery market is based, as illegal lotteries are an old, traditional gambling activity. Illegal lottery revenue represented 0.91% of Thailand's GDP in 2019, 0.93% in 2021, 5.10% of the government fiscal year in 2019, and 4.56% in 2021 (See Table 3).

The research objectives of this study are as follows:

1. To study the forms of transactions in illegal lotteries and estimate the size of the activity in Thailand.

2. To provide the government and related organizations with suggestions and possible solutions.

The remainder of this paper is structured as follows. Section 2 is a review of the literature; it examines the aforementioned theories to demonstrate that the majority of studies have identified gambling as an unlawful economy. Section 3 presents the methodology of the study. Section 4 contains the findings and recommendations, which indicate that illegal lottery operations may be classified into four pyramid tiers, with the top layer including the largest bankers. Finally, Section 5 concludes the paper.

## 2. LITERATURE REVIEW

The illegal lottery has a long history in Thai society as a belief-based activity. It has developed into a culture tightly connected to Thai society. Even in the digital age, lotteries and lottery gambling practices keep evolving, making them increasingly difficult to avoid. While underground lottery gambling may create revenue and enhance Thais' dreams for a better life, it may also erode individuals' and society's potential in the long term. While government agencies have attempted to resolve gambling issues by focusing on the providers but ignoring the buyers, who are frequently disguised inside the system that is strongly established in society, the buying-selling of illicit lottery cannot be decreased or abolished (Department of Mental of Health, 2019). Major

dealers, minor dealers, vendors, middle-class illegal lottery gamblers, and other relevant parties have all launched illegal lottery operations by absorbing the behavior of those in their immediate surroundings. Historically, the financial circulation of illicit lottery operations reached up to 30 million baht, with the younger generation of dealers earning roughly 10 million baht. Each draw generates between 3,000 and 50,000 baht in revenue for the vendors. They may easily reach out to the large dealers by phone at any moment. Since stringers have been substituted by technology, interactions within the network are made openly, both in the actual and virtual worlds. Thus, the underground lottery sector acts as a mechanism for consolidating power and influence (Nirantechaphat & Nedpogaeo, 2021), and some of these dealers have swiftly advanced to positions of authority in society, including some politicians. This age has seen exponential growth in several sorts of lottery markets, most notably foreign and stock lotteries. In 2021, roughly 32.33 million Thai people, or 59.6%, enjoyed gaming, an increase of nearly 1.9 million people from 2019. The official lottery and underground lottery continue to be the most popular forms of gambling, with yearly revenues of 139,977 million baht and 149,919 million baht, respectively. Despite the fact that only 2.5% of Thais participate in lotteries, the proportion of gamblers and circulation betting limits in other lottery markets would have increased by more than 100% in 2019. There are a lot of people who bet on the lottery through illegal bookmakers, but 23.7% of bets are placed directly on websites or apps, with a maximum of 38% of bets placed through online channels (Center for Gambling Studies, 2021).

In the research framework, the researchers selected a definition based on the concept of McDonald (1984), who stated that the illegal economy, in a broad sense, consists of drug trafficking, the smuggling of anti-tax products, gambling, illegal prostitution, and so on, and the definition proposed by Thomas (1992), who classified illegal business more clearly into drug trafficking, contraband, reserved animal and plant trading, illegal logging, gambling, prostitution, and human trafficking. The definition is also based on the idea of Lippert and Walker (1997) who attempted to categorize the illegitimate economy by spending style, including monetary transactions such as drug trafficking, gambling, corruption, prostitution, and fraud, and that of Piriyaangsan (2005), who classified the outlawed economy according to its roles and

functions in society, namely the black illegal economy, such as drug trafficking and corruption, and the grey outlaw economy, such as massage parlours, illegal lotteries, and so on.

The review of the aforementioned theories shows that most studies have defined gambling as an outlaw economy. Because there is greater flexibility in the area of education, the study area between the underground economy and the illegal economy overlaps. Therefore, the researchers used the definitions presented by McDonald (1984) and Piriyaangsan (2005), who classified the types of outlaw economy according to their roles and functions in society, which are related to both economic and legal dimensions. Inclusive, they are economic activities that are not recorded in the national income list. They are tax-free activities, and the law does not endorse them. For this estimation, the researchers used a direct estimation method based on in-depth interviews with stakeholders and those with direct experience of the activities.

### 3. METHODOLOGY

This study used qualitative methodologies, including document analysis and fieldwork. The documentary study involved reviewing and analyzing documents and literature relating to the concepts, theories, contexts, and issues surrounding unlawful lotteries and their regulation in Thailand and other countries. To ensure the effectiveness of the research, both official and unofficial sources of data and information were examined. The fieldwork research entailed conducting an in-depth interview to reveal information regarding illicit lottery activities and such businesses' revenues. The question framework for an in-depth interview was established by reviewing relevant literature regarding underground lotteries, and then all questions were validated for appropriateness and coverage by a supervisor. As a result, they were able to adhere to the research objectives stated in connection to the conceptual background. The right questions also play a significant role in how the study is done and the validity of the results.

#### 3.1. Samples of the study

The samples (key informants) for the in-depth interview were categorized into seven groups, as shown in Table 1.

Table 1. Key informants

Sample groups	The number of samples (n)
Royal Thai Police	5
Anti-Money Laundering Office	5
Gambling entrepreneurs	5
Gamblers	20
Politicians	5
Academics	5
Civil society	5
Total	50

These key informants were selected based on a theoretical requirement, also known as "theoretical sampling" or "data-driven strategy", which adheres to a reality-based qualitative research paradigm (Miles & Huberman, 1994).

Chiang Rai, Nakhon Ratchasima, Rayong, and Phuket were chosen as sampling locations. These cities reflect the four major regions of Thailand's outlaw economy (Chiang Rai represents the northern region, Nakhon Ratchasima represents the northeastern region, Rayong represents the eastern

region, and Phuket represents the eastern region). Given that these cities had a sophisticated economy, and those illicit lotteries were more popular than other forms of gambling, it is reasonable to believe that there is a significant outlaw economy.

### 3.2. Data collection and analysis

The data were collected with a combination of primary and secondary data. Secondary data obtained from chosen relevant documents may be used to understand the nature of illicit lottery transactions and to estimate the magnitude of the activity in Thailand (Center of Gambling Studies, 2019; Phongpaichit, Piriyaarangsana, & Treerat, 2000; Piriyaarangsana, Treerat, & Chaiyapong, 2003; Wannathepsakul, 2011; Piriyaarangsana & Sonsuphap, 2014; Sonsuphap & Phaksipaeng, 2019). Interview results from people who were involved in the industry and people from the national and regional governments that deal with the illegal lotteries industry are the primary data of the study.

### 3.3. Alternative methods

This study draws on both qualitative and secondary data. An in-depth interview, which is a qualitative method used in this study, is beneficial in terms of obtaining detailed information and specificity about the issues under consideration, as the data was obtained from experts and relevant parties who have had a direct or indirect experience with illegal lottery businesses. Additionally, employing secondary data saves time during data collection and analysis; nonetheless, regardless of the topic's similarity, the accuracy of the data and its appropriateness for applicability to each research must be considered. Thus, conducting quantitative techniques such as linear regression analysis via a focus group may improve the accuracy and specificity of the results by backtesting secondary data.

## 4. RESULTS AND DISCUSSION

The business structures of the illegal lotteries were not especially different in different provinces. According to estimates in different time spans, gambling involved a tremendous amount of money, many groups of people, and various socio-cultural contexts, and the growth of illegal lotteries mainly depended on the government's policy. The results of the area-based study revealed that the business structures of illegal lotteries in Chiang Rai, Nakhon Ratchasima, Rayong, and Phuket did not differ greatly. The only differences were the value, the qualities of negotiation power, and the relationship between bankers of illegal lotteries and government officials.

As part of the continuous social reproduction patronized by the government's mechanism, these illegal businesses remain in the society as a form of intangible capital. In addition, they constitute an economic activity in a wide network that is free of tax and outside the national income records (Piriyaarangsana, Treerat, & Chaiyapong, 2003). A survey in 2019 revealed that there were 17.7 million buyers of illegal lottery tickets with a value of 153,158 million baht or 23.7% of the total value and 22.7 million buyers of government lottery tickets with a value of 150,486 million baht or 23.3% of the total value. Regarding other gambling activities, it was found that 5.0 million people were gamblers in casinos, with a value of 122,566 million baht, 3.5 million people participated in football betting, with a value of 160,542 million baht, and 1.0 million people were gamblers of boxing, with a value of 40,000 million baht. Altogether, there were 50.7 million gamblers with a value of 646,904 million baht, as shown in Table 2.

**Table 2.** Categories of gambling activities, numbers of gamblers, and values in 2019

<i>Categories of gambling activities</i>	<i>Gamblers (million)</i>	<i>Value (million baht)</i>	<i>Percentage</i>
Government lottery	22.7	150,486	23.3
Illegal lotteries	17.7	153,158	23.7
Casinos	5.0	122,566	18.9
Football betting	3.5	160,542	24.8
Boxing betting	1.0	40,000	6.2
Online gambling	0.8	20,152	3.1
<b>Total</b>	<b>50.7</b>	<b>646,904</b>	<b>100.0</b>

Source: Center for Gambling Studies (2019) and Sonsuphap and Phaksipaeng (2019).

Between 2003 and 2010, there were 8-10 illegal lottery bankers in Chiang Rai, generating revenue from illegal lottery totaling 300-1,200 million baht each year. The bribes paid to the local police were between 32 and 64 million baht per year and between 10,000 and 30,000 baht per banker in each lottery draw. Each year, investigative officers have increased their patrols of the region to shut down such enterprises. According to an in-depth interview, the money in the province's illicit lottery circulation was frequently spent on automobiles, land, and properties, as well as political activities in the area and legal economic ventures.

In the same period in Nakhon Ratchasima, there were between eight and ten illegal lottery bankers operating throughout the city. In Mueang District, the total bet value for each banker was

between 20 and 40 million baht per draw, whereas, in other districts, the total bet value per banker was between 3 and 8 million baht per draw. The police of the area received between 150,000 and 300,000 baht per month and between 10,000 and 30,000 baht for each banker's transaction. An in-depth interview revealed identical findings to those in Chiang Rai: most of the money in unlawful lottery circulation in the province was spent on automobiles, land, properties, political activities in the area, and legitimate company investments.

Rayong's examination revealed roughly 10 illicit lottery bankers, with each banker generating between 5 and 10 million baht in every district. Bribes paid to local police officers amounted to 3% of the greatest value per draw. Additionally, bankers were required to occasionally pay bribes of 3,000-5,000 baht to

certain police, including central police, specialised police, and police from the Crime Suppression Department. An in-depth interview found findings similar to those in Chiang Rai and Nakhon Ratchasima, showing that the bulk of the money in the province's illegal lottery circulation was spent on autos, land, properties, and local political activities, and legitimate business investments.

There were 100 illegal lottery bankers in Phuket, each of whom was capable of generating total gambling of 1,000 million baht on every lottery draw. Bribes were given to local police officers in the range of 30-50 million baht every month, and 30,000-50,000 baht per draw to bankers. Typically, investigating police officers do a sweep of the neighborhood to see whether any unlawful operations need to be shuttered. In-depth interviews about the province's illegal lottery circulation are similar to those in the previously mentioned provinces, with the interviewee claiming that the money was spent on automobiles, land, properties, local political activities, and legitimate investments.

According to the opinions on the legalization of illegal lotteries in the four provinces, most of the respondents agreed with the policy because lotteries are part of the Thai way of life. In addition, they would be able to run their business independently and would not need to be afraid of being arrested, while the government could collect the tax and fees. According to Piriyaarangsana et al. (2003), the money in circulation is 92,000-103,000 million baht per year. A study conducted in 2011 by the Center for Gambling Studies, Faculty of Economics, Chulalongkorn University estimated the circulating value in the year 2010 to be 102,058 million baht, 28.3% and 28.6% of the total bet value of all kinds of gambling activities. The cause of the reduction in the circulation value is the increase in other kinds of gambling activities, including football matches and online gambling games that are easily accessed by new gamblers and middle-class people with more purchasing power. Between 2001 and 2010, the unlawful lottery sector generated between 92,073 and 102,058 million baht,

or between 28.35% and 28.5% of total gambling revenue, or around 0.90% of Thailand's annual GDP. Considering the data gained from the Center for Gambling Studies, the researcher estimated that, in 2013, the total number of gamblers in Thailand was 20 million, 40.63% and 59.37% of whom spent 9,000 and 5,600 baht per person, respectively, on illegal lottery gambling. That is, the total bet value was 139,642 million baht (40.63% of those spending 9,000 baht per person bet a total of 73,170 million baht, and 59.37% of those spending 5,600 baht per person bet a total of 66,472 million baht). The increase in value in 2010 was caused by more purchasing advantages in terms of price and products responding to the buyers' needs better as well as familiarity among buyers and dealers or sellers of illegal lotteries. Illegal lottery purchases require less money than purchasing an official lottery and allow for the selection of more numbers for the same prize. This is one of the primary reasons why the unlawful lottery is popular among Thailand's middle and lower classes. The value of this business tended to increase, according to a survey by the Center for Gambling Studies (2019), as there was an increase in new gamblers, especially among students at universities and colleges, who spent approximately 5,600 baht per year on illegal lottery gambling.

The impacts of the illegal lottery on Thailand's economic structure are seen in Table 3. In 2017, there were 17.3 million illegal lottery players, accounting for 26.13% of all Thai citizens. The illicit lottery gambling industry generated revenue of 135,142 million baht, or 4.62% of the government's fiscal year and 0.87% of the country's GDP. In 2019, 17.7 million illegal lottery players made up 26.74% of Thailand's entire population. The illicit lottery gaming industry generated 153,158 million baht in revenue, accounting for 5.10% of the government's fiscal year and 0.91% of the country's GDP. In 2021, 19.3 million unlawful lottery players made up 29.15% of the nation's population. The illicit lottery gaming industry generated 149,919 million baht in revenue, accounting for 4.56% of the government's fiscal year and 0.93% of GDP.

**Table 3.** Gambler and turnover of Illegal lottery 2017-2021<sup>5</sup>

<i>Item</i>	<b>2017</b>	<b>(%)</b>	<b>2019</b>	<b>(%)</b>	<b>2021</b>	<b>(%)</b>
Gambler (millions) <sup>1</sup>	17.3	26.13	17.7	26.74	19.3	29.15
Turnover (million of bath) <sup>2</sup>	135,142	0.87	153,158	0.91	149,919	0.93
GDP (at current prices: billion of baht) <sup>2</sup>	15,488.6	0.87	16,892.4	0.91	16,179.8	0.93
Population <sup>3</sup> (millions)	66.2	26.13	66.2	26.74	66.2	29.15
Government fiscal year <sup>4</sup> (billion of bath)	2,923.0	4.62	3,000.0	5.10	3,285.9	4.56

Source: 1. Center for Gambling Studies (2021); 2. NESDC (2022); 3. Department of Provincial Administration (2021); 4. Bureau of the Budget (2021). 5. Author's calculations: Exchange rate 1.0 USD = 30 baht, Ref. Bank of Thailand.

However, this study also found that illegal lotteries were related to other types of gambling and money laundering, although the state allows some types of gambling. In general, casinos must receive a green light from the local government officials before they open. Turning on the green light means that economic rent-seeking has been agreed upon. This reflects the government's lack of ability to manage the outlaw economy.

Many casino owners on the Thai border are businessmen, politicians, and influential people who have good relations with both Thai political leaders and neighboring leaders. The casino areas along the Thai border are often special areas that are

directly controlled by political powers (Sonsuphap, 2018). King Roman Casino is located in the Golden Triangle at the junction of three countries — Thailand, Laos, and Myanmar — and is operated by a China-Macau national, Zhao Wei. It is committing an economic crime, being a source of money laundering and human trafficking. The report infers that most border casinos look similar. However, the governments of these countries will try to organize casinos through licenses and develop them into special economic zones with the aim of developing a parallel economy between the legal economy and the illegal economy.

A form of money laundering from illegal gambling in Thailand is the conversion of money or property acquired through gambling that is prohibited by the state. This can be achieved in many ways, such as bringing money to gamble along the Thai border with neighboring countries or abroad or using money from the underground lottery, which the player or the dealer arranges to play and then deposits the money gained from such activities with banks or financial institutions, which is a form that online gambling operators commonly use through e-banking or possibly other methods, depending on the amount of laundering each time.

The value of money laundering from illegal gambling, according to the assessment of academics, is currently approximately 64-80 million USD per year (Sonsuphap, 2019). However, in the last 20 years, Thailand has not been able to use the law. The Anti-Money Laundering Office (AMLO) can proceed to confiscate even one property to be the property of the land. There were only five to seven cases in the process of consideration by the Office of the Anti-Corruption Commission, and these cases ended in the hearing of the Office of the Anti-Corruption Commission only, showing the law enforcement process of the government and related agencies. Thailand is still inefficient and ineffective in solving problems of money laundering due to illegal gambling in both domestic and border areas. There is an enormous amount of money circulating and spreading through financial institutions and businesses each year.

## 5. CONCLUSION

An illegal lottery is an organizational form that involves a large group of people: those in communities and private and government organizations. These businesses are viewed as the dark side of Thai society, benefitting the people in their network. Influential people can determine the illegal businesses' direction, and their influence can affect their growth. Illegal lotteries and the government lottery can act as substitution goods from the perspective of economics. However, they are more likely to be complementary goods as the popularity of the government lottery does not affect the illegal lottery business due to its well-managed network, including bankers, customers, sellers or agents, dealers, and clerks who know each other.

The existence of underground lottery operations indicates the inadequacy of many sections of society, particularly in dealing with issues that deteriorate society as a whole. Religious beliefs or families, for example, may fail to make members aware of the long-term detrimental impacts of unlawful lotteries. Furthermore, the judiciary and government are unable to enact laws or impose sanctions as an effective tool for dealing with such businesses. The government typically focuses too much on revenue generation, which serves to improve the potential of illegal lottery businesses to earn revenue for the state since the government may push such businesses to become legitimate. When this scenario is paired with the concentration on profits made from lottery sales by illegal lottery

business operators, such operations will never collapse, regardless of the development of poverty.

The recommendations of this study include improving social administration. Related public policies are suggested to be applied to the gambling phenomenon in Thailand. The application of public policies should be divided into two models of gambling activities: legal ones, including horse races and the government lottery, and illegal ones, such as illegal lotteries. The legal flexibility and adjustment are significant for the country's market economy, in which gambling businesses can connect to the global economy.

Besides, the outlaw economy in Thailand is caused by the imperfection of the official economy and the level of intervention of the state market mechanism through various measures. This situation is a major reason for the existence of the illegal economic structure through the demand-side market mechanism. Therefore, it affects the supply of manufacturers as a base that supports the system of money laundering from all three types of illegal economies. There is still a huge amount of money circulating in the Thai economy each year.

Illegal lotteries in Thailand regarding the aspect of the outlaw economy in the economic, political, and social contexts in Thailand to answer the questions of why they still exist and whether people in the lower class, including farmers, labor, and market sellers with low income and education, represent the main part contributing to their existence. The results showed that the cash flow of illegal lottery was 0.91% of GDP in 2019, 0.93% of GDP in 2021, 5.10% of the government fiscal year in 2019, and 4.56% of the government fiscal year in 2021, being the main source of income of the leaders of the community, such as politicians, government officers, and national or local authorities. The lotteries are managed and controlled by big secret organizations in Thailand. Those in the lower class directly maintain the existence of illegal lotteries. Illegal lottery businesses can be separated into four pyramid layers, with the biggest banker on the top layer, followed by the second banker and then the lottery dealer, and the retailer or seller is in the lowest layer. It is recommended that illegal lottery businesses are viewed as a kind of gambling in which a big group of people participate. Public policies applied to the gambling phenomenon in Thai society should be appropriate for two different kinds of gambling: legal gambling, such as horse racing and the legal lottery, and illegal gambling, including illegal lotteries. Flexibility or the changing of policies is hence very significant for the market economy, the system in which gambling businesses relate to the globalization of the world economy.

This paper is significant for future research since it suggests that the Thai government should reconsider the licensing of unlawful gambling, and the findings indicate that all attempts to close the country's gambling dens have failed. Along with the current underground gaming, it may represent a continuation of studies for the establishment of casinos in Thailand. This will generate enormous cash for the government, which can be used to improve the country. It is critical to investigate the influence of illicit gambling on economic and

income dimensions, social dimensions, addictive gambling, and the dimension of criminality associated with gaming across all socioeconomic strata. Limitations of the research include the fact

that illegal lotteries were linked to businesses, politicians, and powerful people who had good relationships with both Thai and other political leaders.

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