



# Exchange of good practices on gender equality

## Equal Pay Days

Estonia, 18-19 June 2013

Discussion Paper - Estonia

ISTITUTO  
PER LA  
RICERCA  
SOCIALE

irs

ösb  
CONSULTING™

*The information contained in this publication does not necessarily reflect the position or opinion of the European Commission.*

Justice

*This publication is supported by the European Union Programme for Employment and Social Solidarity - PROGRESS (2007-2013).*

*This programme is implemented by the European Commission. It was established to financially support the implementation of the objectives of the European Union in the employment, social affairs and equal opportunities area, and thereby contribute to the achievement of the Europe 2020 Strategy goals in these fields.*

*The seven-year Programme targets all stakeholders who can help shape the development of appropriate and effective employment and social legislation and policies, across the EU-27, EFTA-EEA and EU candidate and pre-candidate countries.*

*For more information see: <http://ec.europa.eu/progress>*

# “*Tilliga ja tillita*” – a low budget provocative culinary awareness campaign

Marre Karu

Praxis Centre for Policy Studies

## Introduction

Estonia is the country with the largest gender pay gap in Europe. According to Eurostat, in 2011, the gender pay gap in Estonia was 27.3% while the EU average was 16.2%. Estonia also scores high in several other gender inequality indicators. As a result, the issues of gender equality and the gender pay gap have gained increasing public attention in recent years. The history of gender policies and infrastructure, however, is still relatively short and therefore the questions of the selection, design and efficiency of the policy measures and the role of different sectors in the process is crucial.

Awareness raising is one of the priorities in the gender equality field in Estonia. One of the awareness activities is the Equal Pay Day that has been celebrated since 2010 in Estonia. It does carry the main elements and idea of the European Equal Pay Day, but it has been adapted to Estonian conditions.

This paper is divided into three parts. The first chapter provides background information and introduces the situation in Estonia concerning gender equality. More precisely, the chapter will give an overview of the key statistics regarding gender equality and the gender pay gap; will discuss the reasons behind the gender pay gap and set out the policy context. This background information will help to understand and assess the role and position of Equal Pay Days as one tool among Estonian equality policies.

The second chapter introduces and describe the goals and target groups of the Equal Pay Day together with legal, financial and institutional aspects of the implementation process. The third chapter of the paper discusses the results of the Equal Pay Day and its potential impact on increasing awareness, but also the challenges and obstacles encountered. Furthermore, an assessment of the strengths and weaknesses of the Estonian Equal Pay Day are provided. The paper ends with questions and issues for debate.

# 1. Background and policy context of Estonia

## 1.1. Gender equality in Estonia

The gender equality situation in the labour market in Estonia is twofold. On the one hand, the female employment rate is high. According to Statistics Estonia, the employment rate of women in Estonia is 69.3% for 20-64 year-olds in 2012 and the gender gap in the employment rate is relatively low, being only 5.9 pp. in 2011 and 2012.

On the other hand, Estonia stands out regarding nearly all other labour market inequality indicators. Firstly, the Estonian labour market is characterised by a very large segregation, both horizontal and vertical – women are concentrated in certain sectors and the glass ceiling results in the fact that women are underrepresented in managerial positions. This is especially remarkable since women in Estonia are significantly higher educated than men (46.4% of female and 28% of male labour force, aged 15-74 have third level education in 2012). This means that the potential of the female labour force is not fully used despite of the relatively high employment.

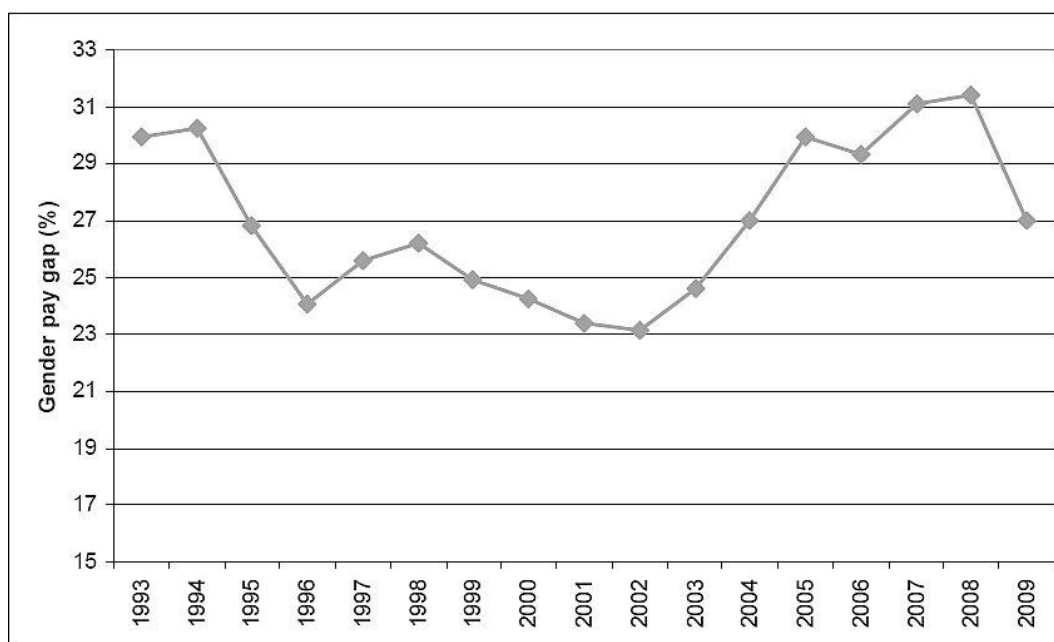
Also, the employment rates are not equally high for all women – there are long career breaks for young women with children. The gap is largest for those with children under 3 years old (only 30.6% of women work while 90% of men do in 2012). This is due to a very long parental leave which can last up to three years and is mainly used by women. Later the gap decreases, but remains still at the level of 15.5pp for those with children aged 3-6 and 7.4pp for those with children aged 7-14. Parental leave which has been designed to improve reconciliation of family and working life for women with small children has therefore also a backside as a cause of inequality. The reason lies in the way the measure is implemented and used – particularly the fact that it is mainly women who take up the leave.

The labour market inequality is also characterised by a gender pay gap which is the largest in Europe. According to Eurostat, in 2011, the gender pay gap in Estonia was 27.3% while the EU average was 16.2%.<sup>1</sup> There has been a slight improvement from the year 2006 where the gap reached 29.8% and the year 2007 where the gap peaked at 30.9%. The gender pay gap has been fluctuating over the years and it follows the economic cycle – at times of financial and economic boom, the gender pay gap is higher and it decreases with the economic crisis, but has remained one of the highest in Europe for the past 20 years. There is not much information on the history of the gender pay gap in Estonia, but it has been estimated that during the 1980s, the gender pay gap in Estonia was around 40%.<sup>2</sup>

---

<sup>1</sup> The latest national data is provided by Statistics Estonia and it differs from Eurostat data – according to Statistics Estonia the gender pay gap in 2011 was 22.9% and 24.6% in 2012. The difference is likely caused by different data (Estonian Enterprise Register data) and by the fact that Statistics Estonia includes small enterprises (below 10 people) and all fields of activities into the calculations that Eurostat excludes (i.e. public administration, agriculture, forestry and fishing)

<sup>2</sup> Noorkõiv, Rivo, Peter F. Orazem, Allan Puur, and Milan Vodopivec (1997). How Estonia's Economic Transition Affected Employment and Wages (1989 – 1995). World Bank Policy Research Working Paper 1837

**Figure 1. Gender pay gap trends, 1993–2009**

Source: Estonian Labour Force Survey<sup>3</sup>

The gender pay gap varies in different sectors. In 2011, it was larger in financial and insurance activities (37.5%), wholesale and retail trade (31.8%), manufacturing (29.8%) and human health and social work activities (28.1%). The smallest gaps can be found in transportation and storage (5.6%), administrative and support service activities (9%) and public administration and defence.

The statistical overview shows that gender inequality poses a serious challenge for the Estonian labour market. Therefore all activities with the aim of increasing gender equality and reducing the gender pay gap are relevant. The question of each measure, however, is whether it can have sufficient impact just on its own and whether it can be separated from the whole set of policy measures and framework.

## 1.2. Gender pay gap – how can it be explained?

In 2010, a study was commissioned by the Ministry of Social Affairs<sup>4</sup> to analyse the factors behind the large gender pay gap. The study showed that the factors that are usually found to be explaining the gender pay gap are significant also in Estonia. The gender pay gap is larger among employees aged 25-44 (around 31-33%) and career interruptions are regarded to be one of the main reasons behind the gender pay gap. The study showed that women with children earn 1.2% less per each child in comparison with women without children. The reduction in the gap during the economic crisis was largely due to gender segregation - men work more in activities that contracted more during the economic crisis (e.g. construction).

<sup>3</sup> Anspal, S., Kraut, L. and Rõõm, T. (2010) Sooline palgalõhe Eestis. Empiiriline analüüs. Eesti Rakendusuuringu Keskus CENTAR, Poliitikauuringute Keskus PRAXIS, Sotsiaalministeerium, Euroopa Sotsiaalfond.

<sup>4</sup> Ibid.

However, a large part of the gender pay gap remains unexplained – we do not know what causes it. The analyses showed that only a small share of the gender pay gap can be explained by factors like occupation, sector, level of education, number of children or working hours. On average, the unexplained gender pay gap increased from 20% in 2000-2002 to 29% in 2006-2008. Partially the gender pay gap remains unexplained due to the lack of detailed and quality data (for instance the information regarding occupations is not detailed enough). Furthermore, the data are not enough up-to-date. Therefore we cannot currently estimate to what extent the gender pay gap is caused by gender differences in occupations, professions or fields of education, and to what extent it is caused by lack of awareness or discrimination. As part of the gender equality activities, Statistics Estonia is going to improve the availability and quality of the data used to calculate and analyse the gender pay gap by 2014 in order to better monitor the gender equality developments.

Nevertheless, many of the causes of the gender pay gap (e.g. unequal division of childcare and parental leave or gender segregation in education or labour market) are influenced by traditional gender roles which can be changed only by making people aware of the fact that the gender pay gap and other gender equality issues pose a problem to the society as well as to the economy and are a violation of human rights.

### 1.3. Awareness and attitudes

Since the awareness raising campaigns aim at increasing knowledge, awareness and also changing attitudes, it is important to know what the attitudes are in order to design an efficient awareness campaign.

In Estonia, for many of the inhabitants, traditional gender stereotypes are still relevant. Eurobarometer 2009 showed that there were still several attitudes in place which inhibit achieving gender equality at the workplace. For instance, 69% of Estonian inhabitants agree that it is normal that women work less than men; 40% agree that women are less interested in positions of responsibility than men. Gender Equality Monitoring 2009<sup>5</sup> also showed that 53% of the Estonian population believe that men are better leaders than women and 36% agree that in case of shortage of jobs, men have prerogative for those jobs. Moreover, children are raised in the spirit of traditional gender roles - Estonians regard cooking, taking care of one's appearance and cleaning as much more significant skills for girls than for boys. At the same time, handling technical equipment or driving a car are skills important to learn for boys, but not for girls<sup>6</sup>.

When it comes to wages, the attitudes are more in favour of gender equality. In principle, 92% of people in 2009 believe that men and women should receive equal pay for equal work (Gender Equality Monitoring). Therefore, even though many people think that it is fine if men work more than women do, in case they have the same job, they should be equally paid. At the same time, there are other beliefs and attitudes that inhibit achieving that equality. For instance, 79% agree that men would not accept such low wages as women do. Furthermore, 59% of inhabitants agree that employers provide men with higher wages because they regard men to be the breadwinners. The studies show that women in Estonia do behave differently in job

<sup>5</sup> Vainu, V., Järviste, L., and Biin, H. (2010) Soolise võrdõiguslikkuse monitooring 2009: uuringuraport. Sotsiaalministeerium, 1/2010.

<sup>6</sup> Ibid.

search and wage negotiations – they accept lower wages and are less active in job search than men are (Rõõm, Kallaste 2004). A study carried out in 2012 showed that in the job search process women ask for 30% lower wage in comparison with men with same qualification.<sup>7</sup> Employed women also ask for salary increase less frequently than men do.<sup>8</sup> Since the trade unions are not very strong in Estonia, union membership is very low and wage negotiations are mainly held at the individual level. Therefore increasing the awareness of individuals is important.

Also the awareness of employers needs to be increased. It is, for instance, fairly common to ask questions about the personal life in job interviews: a large majority of young women (61% of women aged 20-39) report that potential employers have asked about their marital status and a third of young women (age 20-29) have been asked about their intention to have children<sup>9</sup>.

The survey (sample size 552) on the awareness of Estonians about the gender pay gap carried out in November 2012 (commissioned by the Ministry of Social Affairs) showed that:

- 84 % of the population over the age of 15 had heard about the gender pay gap.
- 48 % of above mentioned people considered it a big or a very big problem.
- 75 % agreed that the factors having an impact on the gender pay gap still need to be more clearly explained.

The issue of gender equality in general is a tricky one for the Estonian society, partly due to the Soviet legacy which is important to take into account when planning awareness raising campaigns. Negative connotations of concepts of feminism and socialist gender rhetoric in Estonia have been noted in several studies.<sup>10</sup> A study<sup>11</sup> has pointed out that the Soviet Union strove towards gender equality with aims very similar to contemporary European societies valuing equal opportunities and full employment for both men and women. However, in comparison with contemporary democratic societies, the means of achieving gender equality were radically different in the socialist society. Soviet society did not respect personal freedom of choice; employment was compulsory for everyone and leave policies were only available to mothers – fathers had to have no role in family life other than being one of the breadwinners. Karu<sup>12</sup> suggests that implementing the equality in a coercive manner and the fact that equality was limited only to the labour market, not the family or the private sphere, made people resistant to the whole gender equality concept.

---

<sup>7</sup> Mõtsmees, Pille; Meriküll, Jaanika (2012) Palgalõhe meeste ja naiste palgaootuses. 17.09.2012

<sup>8</sup> Vainu, V., Järviste, L., and Biin, H. (2010) Soolise võrdõiguslikkuse monitooring 2009: uuringuraport. Sotsiaalministeerium, 1/2010.

<sup>9</sup> Ibid.

<sup>10</sup> Kurvinen, H. (2008) „Reflecting a Transition in the Gender Order – Case of Nõukogude Naine/Eesti Naine Magazine”. *Acta Historica Tallinnensia* 12: 87-102;

Marling, R. (2010) „The Intimidating Other: Feminist Critical Discourse Analysis of the Representation of Feminism in Estonian Print Media”, *NORA* 18(1): 7-19.

<sup>11</sup> Karu, Marre (2011) *Fathers and parental leave: slow steps towards dual earner/dual carer family model in Estonia*. *Dissertationes Sociologicae Universitatis Tartuensis* nr 6. Tartu: Tartu University Press.

<sup>12</sup> Ibid.

## 1.4. Legal framework

Although the gender equality policies and legislation as known in Europe are relatively new in Estonia, a gender equality infrastructure consisting of relevant bodies and legal acts is in place. In 2004, the Gender Equality Act and in 2009 the Equal Treatment Act were enacted. At the Ministry of Social Affairs there is a Department for Gender Equality that is responsible for gender equality policies and there is also a Gender Equality and Equal Treatment Commissioner. This position was created with the adoption of the Gender Equality Act in 2004. In 2009, the Equal Treatment Act was enacted and the Commissioner became also responsible for monitoring compliance with this law: the title changed into Gender Equality and Equal Treatment Commissioner. The Equal Treatment Act has a broader aim to ensure the protection of persons against discrimination on the grounds of nationality, race, colour, religion or other beliefs, age, disability or sexual orientation. The Act provides the principles of equal treatment, duties upon implementation and promotion of the principle of equal treatment and resolution of discrimination disputes. The priorities of the Commissioner in the field of gender equality have been the gender wage gap, poor health of men and domestic violence.

However, there are difficulties to implement these acts. For instance, since 2004, when the Gender Equality Act was put into force, there has been a plan and an obligation by law to form a Gender Equality Council as an advisory body within the Ministry of Social Affairs. The formation of the Council has been postponed several times. The latest plan was to form the Council in the beginning of 2013, but so far there have been no developments. Also, the employers have a responsibility of collecting gender disaggregated statistics on their employees, but there are no penalties or other measures to enforce this obligation.

The issue of the gender pay gap has gained more attention among policy makers since 2011 when a national study<sup>13</sup> on the reasons of the gender pay gap in Estonia was published. Following many of the recommendations of the study, the Government approved the Action Plan for Reducing the Gender Pay Gap (*Tegevuskava meeste ja naiste palgalõhe vähendamiseks*). There are five main streams of actions planned:

- 1) improving the implementation of the existing gender equality act (*Soolise võrdõiguslikkuse seadus*) (e.g. improvement of the collection of statistics, awareness raising to show the negative impact of stereotypes on career choices, providing training regarding the gender equality act to lawyers and employers and public sector workers, etc)
- 2) improving the policies for family, work and private life reconciliation (e.g. work with employers; carrying out studies and developing a new set of measures for enhancing reconciliation.)
- 3) gender mainstreaming, especially in the fields of education and employment; (e.g. including developing and testing gender equality as a topic in the curricula of teachers; developing a gender equality module for universities)
- 4) reducing the gender segregation in the labour market and education; (developing a mentoring programme for women to increase their share among managers)

---

<sup>13</sup> Anspal, S., Rõõm, T. (2011) Gender Pay Gap in Estonia: Empirical Analysis. Ministry of Social Affairs. Translations to English is available at : <http://www.sm.ee/eng/ministry/publications.html>



- 5) analysing the organisational practices and pay systems (e.g. developing job evaluation system for public service jobs; carrying out an analysis of the pay system in the public sector).

It is emphasised that the gender pay gap is a complex issue and there is a need to implement simultaneous measures in all relevant fields. However, mainly soft measures (awareness raising, analysis etc.) are used and no gender quotas or other coercive measures are planned.<sup>14</sup>

Therefore, there are legal preconditions for reducing the gender pay gap and gender inequality. The coercive measures are not (yet) accepted in Estonia neither by the population, nor on the political level. Awareness raising campaigns are necessary to make the society realise and discuss the significance of gender equality and pay equity issues.

## 2. The Estonian Equal Pay Day

### 2.1. Goals, target groups and activities of the good practice

In Estonia, the Equal Pay Day campaign is organised since 2010 by the Estonian Association of Business and Professional Women (BPW Estonia) with an aim to raise public awareness and initiate public discussions on how to close the gap. With the Equal Pay Day the organisers wish to point out that the resources in our society are distributed unequally between women and men; that the gender pay gap has an impact on the economic independence of women as well as the poverty risk of children and elderly women, and on social benefits and pensions.

The Equal Pay Day in Estonia carries the title "*Tilliga ja Tillita*" which means "With and without dill" (dill is a green herb used to flavour food). At the heart of the campaign is the wordplay which has given the campaign the title, but also has determined the main activity that is carried out during the day.

Namely, the campaign takes advantage of the specificity of Estonian language – there are two words used in the campaign, both of which have two very different meanings. First "the gap" translates into Estonian language as "*lõhe*", a word which also stands for a fish called "salmon". In other words, when you say "*lõhe*" you either say "a gap" or "a salmon". The second word which has two meanings in Estonian is a "*till*" which means dill as a herb. It is also used in spoken language when talking of male genitals.

---

<sup>14</sup> Estonia, Government of Estonia (Vabariigi Valitsus) (2012) Draft action plan for reducing the gender gap of men and women (Tegevuskava meeste ja naiste palgalõhe vähendamiseks), 5 July 2012, available at: <http://eelvoud.valitsus.ee/main#wsWSpQxG>.

### The Equal Pay Day Estonia dictionary:

- *Palgalõhe* – the pay gap
- *Lõhe* – a gap or a salmon
- *Till* – dill (the herb) or male genitals
- “*Tilliga ja tillita*” – “with and without dill” or ...



From this humorous wordplay the campaign first received its culinary focus involving salmon with and without dill. During the Equal Pay Day, restaurants and cafes all over the country serve salmon (or any other) meals with two different prices, depending on whether there is dill included or not. The price difference each year depends on the latest gender pay gap data available. In 2010, salmon dish with dill had a price which was 30.3% higher than the same dish without dill. In 2013 the price difference was 27.7%. While initially the campaign focused on salmon dishes, now each cafeteria and restaurant can choose what kind of dish they offer.

The selected date of the Equal Pay Day also depends on the size of the gender pay gap, using the same principle as the European Equal Pay Day. In 2012, the Equal Pay Day was held on 19 April – women in Estonia need to work until this day to receive, on average, the same annual income as men. In short, women needed to work 109 extra days in order to receive the same yearly salary in 2011 as men did. In 2013, the Equal Pay Day took place on 11 April.

## **2.2. The financial provisions to implement the good practice**

The Equal Pay Day campaign in Estonia is organised by BPW and is a very low budget campaign. The organisers wished to prove that it is possible to hold an efficient campaign with no budget or low budget.

In 2010 the Equal Pay Day campaign purely depended on the voluntary work of the members of BPW Estonia, in 2012 the campaign had a very small budget of 1,500 EUR from BPW Estonia in order to cover the costs of seminars and printing the information flyers.

Only in 2011 the Equal Pay Day 2011 was supported by the European Social Fund and together with BPW Estonia funds the total budget was 10,289 EUR. The budget was used to set up the website of the campaign (<http://www.bpw-estonia.ee/tilliga-ja-tillita>), to print posters and flyers in three languages (Estonian, Russian and English) and to organise a conference. Additionally, true stories from people about differences in pay at work were collected and short summaries of these were published on the campaign's homepage. The website is still in use and updated.

### 2.3. Institutional arrangements and implementation

In terms of organisation, the campaign organisers follow the following principles:

- To explore efficient ways to initiate public discussions about the gender pay gap.
- NGOs play a significant role in making a difference in a society by raising public awareness, changing attitudes and attracting the media.
- Cooperation – the initiative has activated other organisations and people to act out and push the decision-makers to do something to improve the situation. The organisers point out that they have had a good cooperation with the EU institutions and the Ministry of Social Affairs.
- Resources – efficient campaign with no-budget or low budget – is that possible?

The campaign is designed in a way that does not need many financial resources. For the campaign success the most crucial element is the cooperation of different parties and their willingness to play their role. In addition to the voluntary organisational work that is done by the BPW Estonia, the cooperation with the private sector is crucial since they are the main players in implementing the campaign. Since the campaign does not require much time or effort, the private sector has been increasingly active in taking part in the campaign. Also, the campaign has been supported by a company who donated fresh dill for the campaign.

The procedures and implementation of the campaign are very simple: the campaign is mainly coordinated via Facebook, e-mail and personal contacts with cafeterias and restaurants. The interested cafeterias and restaurants are provided with the campaign posters. The names of the participants are published on Facebook, the website of BPW and in the press release. In 2013, around 30 restaurants or cafeterias in four towns in Estonia announced their participation in the campaign (as at 10th of April). In 2011, there were 15 cafeterias and restaurants involved in the campaign.

In addition to the “dill” activity, there are also a set of other supporting activities. Each year, the campaign has included the collection and publication on Facebook and the campaign website of true stories of stereotypes and experiences of unequal treatment related to career and earnings. In 2012, an Equal Pay Day Seminar, “Woman's successful career” which focussed on women’s` career and earnings development and possible ways of narrowing the pay gap was organised. Furthermore, booklets of the European Commission on „Tackling the Gender Pay Gap in the European Union“ and campaign flyers are distributed.

Part of the equal pay day campaign are also some posters encouraging women to ask for a fair salary and to take more risks and responsibility (see below).



"Woman, You dare!  
Ask a wage you  
deserve!"



"Woman, You can!  
Take more  
responsibility!"



"Woman, You are  
able! Be ready to  
take risks!"

In 2013, the organisers invited everyone to participate or take part in events and activities such as:

- Carry red purses and red bags to represent wage discrimination.<sup>15</sup>
- Organise information desks and activities in public areas to draw attention and allow people to talk.
- Ask local cafes and restaurants to promote an "Unhappy Hour" between 12 and 2 p.m. or after work and offer a discount to women on meals and drinks equal to the gender pay gap.
- Use this social time to network and plan local activities that can lead to improve wages for women.
- Encourage local shops to decorate their display windows with red purses.
- Arrange forums and debates covering the topic of pay inequality.
- Organise workshops on how to better negotiate pay.

However, since these activities were not coordinated and everything happened on a voluntary basis, there is no information on how many activities were organised and how much public these activities reached.

In addition to the activities of BPW Estonia, other organisations have contributed to the Equal Pay Day. For instance, there has been a public picket against gender pay gap organised by several women organisations since 2011. In 2013 the picket was planned to take place in three towns and the main organiser was the Social

<sup>15</sup> The Red Purse campaign was brought to life already in 1988 by the American Business and Professional Women (BPW/USA). Using red colour on Equal Pay Day symbolises how far the gender equality issues are "in the red".

Democratic Party's Women's Union Kadri. The organisers of the picket also compiled a petition to the government in order to decrease the gender pay gap and proposed five steps which the government should take (e.g. increasing minimum wage, increasing wage transparency; applying gender quota to the largest quoted companies). The signatures were collected at the picket and also online (in total 254 persons signed).

### **3. Results of the good practice and increasing awareness of the gender pay gap**

#### **3.1. Assessment of the results of the good practice**

As the awareness campaign is organised on a voluntary basis by the civil society with a very low budget, there are no assessments of the results of the campaign or the feedback and perception of the guests of the cafeterias or restaurants taking part in the campaign. The number of target group reached with the main activity in the restaurants and cafeterias is also difficult to assess.

The question of gender equality has gained public interest in the past few years. Hennoste has pointed out that the issue of the gender pay gap has become popular in online media as it attracts "clicks"<sup>16</sup>. Without carrying out any content analysis, counting the articles containing a word "pay gap" in the daily newspaper Postimees and its online version, we can see that the issue emerged in the media in 2008-2009 when altogether nine articles on the gender pay gap were published. Then the interest rose fast in 2010 where 46 articles were published (79 in 2011 and 102 articles in 2012). However, the impact of the campaign is difficult to estimate – even if the change in awareness or attitudes can be documented, it is nearly impossible to attribute it to a single activity.

The most visible outcome of the Equal Pay Day is the media coverage. The BPW Estonia suggests that Equal Pay Day Campaigns have been visible and well-known. Every year the campaign has good media coverage, especially the "dill" activity. For instance, in 2012 Mr Andrus Ansip, the Prime Minister of Estonia, commented the campaign during a government press conference and acknowledged the fact that the gender pay gap is an issue that should be taken seriously and fought against. The press release on the Equal Pay Day was presented hourly in the main national news, but also covered by other TV and radio channels. The key-speakers of the campaign were invited to talk in shows and articles were published in the internet portals. The Facebook site collected fans (by 2013 10 of April, the site has 627 fans) and their comments. The *palgalõhe* (translates both as the "pay gap" but also as a "pay salmon") has been called a new national fish.

The organisers say that the campaign raises not only enthusiasm but awareness of women and men to stand for their equality in the society. BPW hopes that with the EPD Campaigns more key people (decision makers in the society, members of parliament, and role models for different circles of society) can be reached in order to raise their awareness, influence attitudes and stereotypes as well as diminish the pay gap in Estonia.

---

<sup>16</sup> Hennoste, T. (2010) Kommikoer ja pommikoer. Loomingu raamatukogu 1-2. Tallinn: SA Kultuurileht, 7-19. via Pilvre, Barbi (2011) Naiste meediarepresentatsioon Eesti ajakirjanduskultuuri ja ühiskonna kontekstis. Dissertationes de Mediis et Communicationibus Universitatis Tartuensis. 12. Tartu: Tartu Ülikooli Kirjastus.

### 3.2. Challenges, obstacles and constraints encountered

The major challenge seems to be advertising the campaign and involving restaurants and cafeterias in the campaign of with and without dill. The number of the participants has increased, but still only few towns are covered. Therefore the number of people who can have a direct contact with the campaign i.e. those who face a dilemma of whether to buy salmon with or without dill and who need to wonder what the price difference means, remains relatively low. The regional coverage of the campaign can be improved.

A second challenge is to assure that the personnel in the cafeterias and restaurants are informed enough to explain the meaning of the campaign and price difference of the food. The attitudes and awareness of the people implementing the campaign is crucial for its success. Personal experience with the campaign shows that there is a risk of misinterpretation of the campaign by the personnel. For instance, in some places the price of the food did not depend on the content of the plate (i.e. with or without dill) but on the gender of the customer. Also, the information given on the gender pay gap was not always accurate. Therefore it is necessary to better train the personnel of the cafeterias and restaurants as they are the main distributors of the message.

In addition to a direct impact of the campaign (i.e. to the customers), a secondary impact is definitely through media. The challenge is to gain sufficient and adequate media coverage in order to initiate content-rich discussions. The main activity of the campaign is very metaphorical and remains at a quite declarative level i.e. it aims to increase the awareness of the fact that the gender pay gap exists and we should fight against it. The reasons behind the pay gap and possible ways of fighting it are not covered by the “dill” activity directly. Therefore the other accompanying activities are crucial – the seminars, conferences, media interviews, information booklets etc. These are activities that require more resources. Although the campaign can be organised with a very low budget, it is very likely that the coverage and impact were better if there were more resources allocated.

### 3.3. Strengths and weaknesses of the good practice

Equal Pay Days were organised by Business and Professional Women organisations in 19 countries in 2013. Therefore, it is fair to say that the Equal Pay Day as such is very well transferable. The timing of the campaign is country specific and depends on the size of the pay gap – an idea that visualises the somewhat abstract concept of the gender pay gap and also helps to illustrate the relative position of each country among other European countries.

The strength of the Equal Pay Day campaign is that the activities of the campaign may depend on the situation and possibilities of the country. In Estonia the main activity of the Equal Pay Day is the selling of food with and without dill. This is not directly transferable due to the fact that the idea is very largely dependent on the Estonian language and wordplay. However, the idea of organising some activities in the restaurants and cafeterias is transferable. Selling food with two different prices is a simple concept that speaks to everyone and therefore it is possible to play with the price of food even without the intriguing wordplay.

The Estonian campaign is a good example of a very low budget activity. Due to a simple concept, the civil society can contribute to the awareness rising activities

without extensive contribution or effort. The main contribution comes from one NGO in the form of coordination of private sector organisations (cafeterias and restaurants) who only with very simple and cheap means can help in making a statement. The participants do not need to put any finances or much time in order to participate; they only slightly modify their daily activities and routine. The participants receive publicity and attention in return.

The campaign reaches a relatively narrow and specific target group – relatively wealthy and relatively young people in larger towns. Eating out is not very common among many Estonians (in 2006, 30% of the Estonians had never eaten out during the year. Only 13% ate out daily and 13% weekly). Moreover, currently the campaign has only involved few larger towns and rural areas have been excluded. Therefore more publicity is needed in order to increase the impact of the campaign.

Posters are a good addition to the campaign because they encourage women to ask for a fair salary, to take more risks and responsibility. As described earlier, women are less active in job search and they accept lower wages than men do. Therefore, the posters that accompany the Equal Pay Day campaign do tackle a very significant aspect of the gender pay gap and they have a potential to have some impact on the job seeking behaviour of women.

#### **4. Main questions and issues for debate at the seminar**

- *The time of information booklets seems to be over – what are the newer and more innovative ways of increasing awareness?*
- *How to encourage civil society and private sectors to be involved in awareness-raising campaigns?*
- *What are the other possibilities of very low budget campaigns?*
- *Is provocation a good way to generate discussions?*