Analysis of the External Environment of Green Jobs in Bulgaria

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Summary
Green jobs creation in general has a number of advantages associated with the ecologization of the economy, increasing employment, transfer of businesses to the green ones, raising the prestige of the organization etc. In the context of Bulgarian reality green jobs are an alternative to traditional employment, but the sector faces a number of challenges which must be overcome. The main aim of the paper is to analyze and evaluate the conditions of the external environment in Bulgaria which influence the creation and development of green jobs in the country. The methodological framework includes assessment of factors by using PEST methodology which divides the external environment into distant and near surroundings and also transformation of PESTEL analysis into SWOT analysis. Based on the collected and analyzed information the paper offers policy recommendations and general conclusions related to the improvement of consulting services, changing legal framework of green jobs, implementation of best European practices for projects creating and developing green jobs, implementation of different stimuli and financial support etc.

Key words: Green job, SWOT and PEST analysis, policy recommendation
JEL Classification: Q01, Q58

1. Literature review of the external environment which has impact on green jobs

Various factors from the external environment have impact on the creation and development of green jobs. The impact that the factors connected with the creation and development of green employment could be presented through the PESTEL method. The factors are divided into two groups – distant and close surroundings made by expert analysis of local authorities (Miteva et all, 2014).

Some authors claim that the distant/remote factors of external environment play an important role for the creation and development of green jobs. According to Apollo Alliance (2008, p. 6) adequate state policy "can spur demand for new products, encourage investment in new industries and help train local workers to fill new jobs in the green economy". Governance has become a critical factor for the green jobs sector because the development of environmental policy has gone beyond pure regulatory approaches to the interaction and dynamics between governments, communities and private actors (Martinez-Fernandez, Hinojosa, Miranda, 2010). Hannam (2008) states that the need for government...
regulation is a very important factor of distant external environment for the creation and development of green jobs. At the same time Cainelli et al. (2011) emphasize the need to focus on the ‘economic effects’ of environmental policy and innovation strategies that have impact on green growth. Public authorities as an exogenous factor could belong to both distant and to near surroundings. This has a significant effect on the education and training of workforce. Local authorities avoid skills bottlenecks, support occupational transitions and enhance the responsiveness of the education and training systems to emerging skill and qualification demands (CEDEFOP, 2012). They influence the green sector, because new environmental policy instruments and social change mechanisms emerge which are implemented at local levels by local authorities (Potts, 2010).

Innovation and new technologies also emerge as a factor from the distant surroundings of the external environment for the green sector. Mastrostefano and Pianta (2009) assess the effects of innovations on employment. They emphasise the positive role of both short term labor market, the importance of considering various innovation types and the role of eco innovation effects on green jobs creation. According to McNeill and Williams (2007), through innovation, sustainable development policies may support employment creation, thus presenting a factor that influences the creation of new green jobs. In Horbach and Rennings’s research (2013) it becomes evident that innovative firms are characterized by the creation of green employment, especially when they adopt green process technologies. Gagliardi et al (2014) find positive and significant effects of green patents on employment and green growth.

Environmental issues, reducing pollution and preservation of environment in particular, are factors from distant external environment that have influenced the development of green jobs sector. They lead to new job creation and job preservation. Green jobs will be created through the development of new technologies and emergence of new industries (wind turbines, solar photovoltaic panels, fuel cells, biofuels, etc.). As established firms and industries go green in their operations, existing jobs may be transformed from traditional to green one (Atlama, Özsöy, 2011). Martinez-Fernandez et all (2010) consider that restructuring local economies in terms of environmental activities and sustainable practices is an important factor for managing transition to green growth and a wider range of activities have to be undertaken.

Some researches present (ICC, 2012) key factors for the development of green economy from near surroundings. They are related to collaboration and cooperation between all sectors of society, business and government, qualified and skilled workforces etc. At the same time it is important to improve policies that boost economic growth while enhancing environmental protection and social progress, and that are consistent with international trade rules, provide access to financial resources, promote technology transfer, strengthen capacity and reduces inequality. The importance of competent project management and national policy-making in this case is a reminder of the key role of higher-level management and planning skills in a policy-induced transition to green growth (Bowen, 2012).

Financial support is also an important factor for the development of green jobs (ILO, 2011). Financial initiatives need to be introduced to encourage green practices and the development of green enterprises. Bowen, Kuralbayeva (2015) consider that financial resources are a very important
economic factor for the development of green economy, because without the finance, the job creation will not be possible. Human capital and bridging the skills and employment gap is a perquisite for promoting green jobs and green enterprises (ILO, 2011). Antonioli et al. (2013, p. 975–988) consider that the creation of green jobs is going to produce qualified occupations if skills upgrading and workers’ attitudes are enhanced, and profitability and productivity also depend on "those intangible
human resource factors, which ultimately complement the adoption of eco-innovation". Some authors (Bowen, 2012) consider that low skills levels in the industry, inadequate provision of training and poor management were among the factors contributing to the development of the green sector.

Administrative capacity is a factor that belongs to the near surroundings that plays a significant role for the development of green jobs. According to some reports (OECD, 2012) a new approach to capacity development for environmental management and governance is required. Capacity building for green development needs to extend beyond environment ministries and environmental protection. It should encompass the finance, planning and line ministries, civil society groups, the private sector and local communities. Improving administrative capacity requires developing more environmentally specific skills.

On the basis of literature review the factors of external environment (distant and near surroundings) connected with the evaluation of the green jobs sector are summarized (figure 1 and 2).

2. Literature review of external environment analysis by PEST and SWOT quality methods

Studying the external environment can help for better understanding the possibilities and threats for developing green jobs in Bulgaria. PEST is a common method for analysis of organizations and is an acronym for political, economic, social and technological – external factors that
commonly affect businesses. The external environment is divided into distant and near surroundings. The inner circle has a direct impact on the system, and the distant one - indirect. The distant external environment (or macro-environment) often has universal character to all organizations, but the reaction of any particular organization is specific and reflects its characteristics and particular situation (Lapygin, 2002). PEST analysis can be used to scale the factors of the environment according to their influence on the studied firm, sector, industry, system etc. (Kahn, 1979, Koumparoulis, 2013, Cui et al, 2007) and to evaluate the risk factors (Yingfa, Hong, 2010). Benefit of PEST analysis "predict" the future by looking at the present. Pest tool for analysis means having different modifications which includes specific factors such as environmental, legal (PESTEL), cultural, demographic etc. Some of the modifications are directed at on different levels - local, regional, national, international etc. (LONGPESTLE).

The modification of PEST can be used to connect factors to a working framework of SWOT analysis (figure 3).

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<th>Internal origin</th>
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Figure 3. SWOT analysis scheme
Source: (Kotler, 2001)

SWOT Analysis is a strategic planning tool used to evaluate the Strengths, Weaknesses, Opportunities and Threats involved in a business venture (Rutz, Janssen, 2007). There is no accurate information as to who developed the SWOT analysis, but it is believed that it is the creation of American scientists. The method is a specific technique which can be applied for any product, service, market or sector. It can be used for taking strategic decisions in the studied area. Strengths and weaknesses are internal factors, while opportunities and threats are external factors which could impact the industry or its organization. The technique of this type of analysis can be used to plan activities and to assess its condition at various intervals. This plan can help to identify key strengths and be used to pursue key opportunities and avoid threats (Kotler 2001). Revealing weaknesses that the sector holds can contribute to the choice of strategies to overcome them (Lapygin, 2002).

3. Methodological framework

The main aim of the paper is to analyze and evaluate the conditions of the external environment in Bulgaria which influence the creation and development of green jobs in the country. The tasks related to achieving the aim are:

1) Analysis of the external environment which exerts influence on green jobs - positive and negative. The analysis will be conducted by literature framework of the authors who have studied the external environment related to the ecological aspect of the economy achieved by creating green jobs.

2) Analysis according to methodological framework
   - Assessment of factors by using PEST methodology which divides external environment into distant and near surroundings (figure 4).
   - All the factors might be local, national and international environmental outcomes of political and social factors.
   - According to the results of applied PESTEL analysis it will be transformed into SWOT analysis. The possible connections between PESTEL and SWOT analysis is presented in figure 5.

3) Based on the collected and analyzed information policy recommendations and
### Political
- What are the key political drivers of relevance?
- How is the current policy influencing green jobs in Bulgaria?
- Is there anything which can be changed? Is the policy seen as strength or it is a weakness for the sector of green jobs?
- World, European and government directives, funding council policies, national and local organisations’ requirements, institutional policy

### Economic
- What are the important economic factors influencing green jobs?
- Funding mechanisms and streams, business and enterprise directives, internal funding models, budgetary restrictions, income generating targets
- According to the influence upon green jobs are economic factors seen as opportunity or they are a weak point?

### Social
- What are the main social and cultural aspects in Bulgaria which influence the creation of green employment?
- Social attitudes to education, particularly in relation to government directives and employment opportunities.
- General lifestyle changes, changes in population, distribution and demographics and the impact of different mixes of cultures
- Is there anything which can contribute to the increase in green job employment?

### Technological
- What are current technology imperatives, changes and innovations?
- Major current and emerging technologies of relevance for teaching, research or administration
- At this stage the technology a weak or a strong aspect of influencing green jobs?

### Legal
- Current and impending legislation affecting the green job creation
- European and national proposed and passed legislation weaknesses/possibility

### Environmental
- What is the relationship between green jobs and environment changes?
Fig. 5. Transformation of PESTEL to SWOT framework

Source: adaptation by literature analysis - multiple authors

Findings and conclusions in the paper are based on the results of university research project (Miteva et al., 2014). PESTEL and SWOT analysis of the creation of green jobs is prepared according to research carried out under the project. The survey was conducted in 2015. Information is summarized on the basis of meetings and structural interviews with experts from municipal and regional structures involved in the implementation of green jobs in the country. The choice of conducting a survey among representatives of labor offices is justified by their direct involvement in the application process, which makes it possible to measure green employment.

The selection of the surveyed municipalities is based on indicators that are among the factors associated with the opportunities for development of green jobs. Some of the criteria are: sectoral focus of companies in the municipality; green entrepreneurial activity (interest in taking measures for green job's creation, Article 55 D of the Law on Employment Promotion); opportunities for the development of organic farming and ecotourism etc. At
the same time the project team focuses on survey in sectors, where encouraging measures to promote the creation of green jobs is successfully applied for the period 2011-2015 and also where the sectors of organic farming and eco-tourism are well developed. Some of the municipalities are: municipality with well-developed agriculture – Targovishte, Pazardzhik; typical mountain municipalities with a well-developed tourism industry - Dupnitsa, Kyustendil; typical industrial region – Pernik etc.

The distribution of respondents according to their position in the municipal administration shows that half of them - 50% are heads of departments in the surveyed government organizations (Figure 6).

A group of questions address the

which influence the creation and development of green jobs in Bulgaria, the interviews included questions related to the status, characteristics and the role of the external business environment for the development of green jobs. The state policy in the sector, regulations, the role and duties of the labor offices employees and the municipal administration are evaluated. There are questions which assess the development of the labor market, employment levels, the availability of appropriate training. The influence of the environment on the opportunities for the development of green jobs is also assessed.

Fig. 6. Distribution of respondents by jobs
Source: own findings

Positions – the percentage of respondents who work as "head of Labour office" and "head of directorate" is 17% each of the total number. 16% of the respondents were secretaries working in labour offices.

To analyze and evaluate the conditions of the external environment in Bulgaria opportunities for development of green jobs. The respondents evaluated constraints on the implementation of green practices, the factors contributing to more widespread use of green jobs and the reasons constraining companies from applying for funding that supports the development of green jobs.
4. PEST analysis of green job external environment

**Political factors**

The key political driving forces of green jobs creation can be found in the EU policy related to providing support for green activities in every country. In Bulgaria a working employment program "Green jobs" functions which helps businesses to employ people under the program. The conducted survey included questions focusing on the current policy in Bulgaria which has influence on green jobs in the country. Compared with other external factors the political ones come after the economic and social ones.

Factors connected with the government policy providing support for the green economy and the green jobs are mixed. Half of the respondents - 50% consider that there is a willingness to cooperate and there is real support from the state. 33% of respondents give positive answers to questions related to that factor but not fully and 16.7% have no opinion.

The current "Green jobs" employment program does not have a strong influence on the disclosure of alternative employment in Bulgaria according to the conducted survey. The common reasons are that the measure is highly bureaucratic, and even representatives of municipalities agreed that the complexity of its application is very high and they have insufficient capacity.

**Economic factors**

Evaluations of economic factors indicate that they are seen as threats for the creation and development of green jobs. The experts defined the financial factors as a constraint for the creation of green jobs in Bulgaria. 17% of them indicated financial barriers as threat for the creation and development of green jobs. 23% of respondents evaluate the difficulties in the use of consultants as a reason that impedes funding from European and national funds to promote green jobs. At the same time 15% believe that higher prices for consulting services are a barrier to the creation of green jobs.

**Social factors**

Social factors - participation in education and training programs, improving professional qualification of work force and availability of qualified and experienced staff are defined as important factors for the creation of green employment as a whole. Inclusion of the working population in the programs for education and training for acquiring new competencies for green employment in accordance with the demand of the labor market is "definitely an important" factor for the development of green jobs for 50% of the respondents. Other 50% of the surveyed experts consider that it is a "rather important" factor.

Organized training for professional qualification of unemployed people for green jobs in the municipality is defined as "definitely important factor" by 50% of the respondents, 33.3% believe it is a "rather important factor" and only 16.7% define it as "quite unimportant". The majority of respondents gave positive assessments on the importance of the factor "implementation of programs for green jobs". 83, 3% consider that it is a "definitely important factor", and 16, 7% believe it is "rather important" factor. Availability of qualified and experienced personnel in the field of environmental protection and tourism services is important factor for each of the respondents and also opportunity for green job sector. 66.7% define it as "definitely important", 33.3% as "rather important" factor.

Social factors such as participation in programs for education and training, improving professional qualification and availability of qualified and experienced staff could be defined as a whole as strength and opportunity for the green job sector. The experts confirmed that green jobs creation
contribute significantly to the mechanism for decreasing unemployment rate.

Technological factors
Technological factors are not highly evaluated by the respondents as a strong factor connected with green job creation and development. The experts in the survey ranked that factor on last place with 8%. They stress on the opinion that technology and innovation are neither a barrier nor a precondition for creating a green job. At the same time if green jobs are connected with required standards and certification (ISO 14000, EMAS, Eco labeling etc.) which the firms need to obtain the evaluation turns into an important factor.

Ecological factors
Environmental factors are important for the development of green jobs in the surveyed municipalities and the development of green jobs leads to more environment-friendly economy as they are related to the implementation of activities that reduce the environmental impact of production and consumption and this could be defined as a strength for the green job sector. Most of the respondents - 83.3% state that reducing pollution through promoting green jobs is a "definitely important" factor, while only 16.7 percent are of the opposite opinion.

Green jobs create employment which does not cause massive environmental damage and this could be defined as strength of the sector. 66.7 % of the experts define preserved natural environment and available ecotourism infrastructure as a "definitely important" factor, 33.3% as "rather important". The opinion of respondents on the importance of the two ecological factors: "sustainable development of forests and forest infrastructure" and "conservation and restoration of biodiversity through green jobs" is identical. Maintenance of the structure and conservation of soil and the development of organic farming is defined as an important factor for all involved in the survey.

Legal factors
Another element of the policy factors is connected with the legal framework of green jobs. A large number of respondents have no opinion regarding the evaluation of the legislation on environmental protection. 66% have no opinion about the allegation that there are contradictory texts in various legal documents, 33% as to the fact that there are a large number of laws and regulations and 50% have no opinion about the claims that the legal framework is good.

The implementation of the measure of green jobs depends on local administrative services which have to support the local business as part of the program for green employment in the country. Respondents evaluated the state policy of the possible perspectives to support the green economy and in particular of green jobs. 67 % of the experts consider that the legal framework of environmental protection is good, but 50% of them did not give the maximum score. What they provided as explanation is that there are too many laws, ordinances and regulations which are often subject to changes.

5. Transformation of PESTEL to SWOT analysis of green jobs
The transformation of PESTEL analysis to SWOT analysis shows that political and legal factors are defined as a weakness and threats for the creation of green jobs (Table 1). One of the threats derived from PESTEL analysis is related to the requirements for receiving funds under green jobs measure. This means that employers could apply for other more friendly programs for employment, where the applying procedure is easier. This leads to no absorption of the funds under the green jobs measure. Political and legal factors are related also to some weaknesses of green jobs connected mainly with complicated application procedure and high requirements which create difficulties for employers.
The results of the PESTEL analysis show that financial factors can be defined as a threat to the creation of green jobs in Bulgaria. The financial support granted for one new created green job in Bulgaria is low and this could be defined as a weakness. The transformation of the economic factors from the PESTEL to SWOT analysis show

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Source: own findings

### Table 1. Transformation of PESTEL to SWOT framework

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Source: own findings
that they can be presented as weaknesses and treats for the creation and development of green jobs.

Social factors such as participation in programs for education and training, improving professional qualification and availability of qualified and experienced staff could be defined as a whole as strength and opportunity for the green job sector. The experts confirmed the mechanism for reducing unemployment rate as a strong side for green jobs creation. In terms of SWOT analysis social factors are defined as an opportunity for the creation and development of green jobs. The creation of new professions on larger scale of operations and also the ecologization of the economy through creating green jobs require further qualification of employees. According to SWOT analysis, the strengths of green jobs are that through generating such type of jobs employers and employees improve their qualification and become familiar with terminology relevant to climate change, renewable energy and other environmental issues.

Although technological factors are not highly evaluated by the respondents as a strong factor connected with green job creation and development, new technology and innovation seem to be an opportunity for the sector of green employment.

Environmental factors, being related to the implementation of activities that reduce the environmental impact of production and consumption, could be defined as strength for the green job sector. The transformation of ecological factors from the PESTEL analysis to SWOT shows that they appear as strength and opportunity for the creation and development of green jobs. This could be explained with one of the advantages of green jobs related to their opportunity for transferring business activities to green ones. This leads to the manifestation of two of the strengths of green jobs 1) realizing the principles of sustainable development concept 2) ecologization of economy.

5. Conclusion and policy recommendations

Based on the evaluation of political, economic, social, technological, legal and ecological factors from PESTEL analysis and strengths, weaknesses, opportunities and threats from SWOT analysis the following conclusions can be drawn:

✓ Political and legal factors are defined as weaknesses and threats for the creation of green jobs connected mainly with complicated application procedure, the requirements for receiving funds under green jobs measure create difficulties for employers. The current employment program for “green jobs” does not have a strong influence on the disclosure of alternative employment in Bulgaria according to the results from the conducted survey. The common reasons are that the measure is highly bureaucratic, the complexity in applying it is very high and the municipalities have insufficient capacity. The implementation of the measure of green jobs depends on local administrative services which have to support the local business to be a part of the program for green employment in the country.

✓ Evaluations of economic factors from external environment indicate that they rather appear as weaknesses and treats for the creation and development of green jobs. Financial support for one new created green job in Bulgaria is low and this could be defined as weakness. The experts defined financial factors as constraints for the creation of green jobs in Bulgaria. In this point of view the difficulty in the use of consultants related mostly to the higher prices of consulting services is a reason that impedes application for funding from European and national funds to promote green jobs.
Articles

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✓ Social factors from the external environment of the green sector could be defined as a strength and an opportunity for the green job sector. The experts confirmed as strength of green jobs creation the mechanism for reducing the unemployment rate. At the same time the opportunity for creation and development of green jobs is the creation of new professions on a larger scale of operations and also the ecologization of the economy through creating green jobs require further qualification of employees.

✓ Technological factors are not ranked highly by the respondents as a strong factor connected with green job creation and development. However, new technology and innovation appear as an opportunity for the sector of green employment.

✓ Transformation of PESTEL analysis to SWOT shows that ecological factors from the external environment could be defined as a strength for the green job sector as they are related to the implementation of activities that reduce the environmental impact of production and consumption. Environmental factors are important for the development of green jobs in the surveyed municipalities and the development of green jobs leads to more environment-friendly economy as they are related to the implementation of activities that reduce the environmental impact of production and consumption.

By overcoming the threats and weaknesses of the external environment recommendations could be made in terms of political, economic, social, technological and ecological aspect, as follows:

✓ Different measures have to be realized for overcoming the negative effects of legislation and policy in the field of green jobs. From political and legal aspect have to be realized some organizational and structural changes related to simplifying the conditions for business organizations have to be realized in order to apply for measures related to green employment and facilitation of the procedure of implementation of green jobs. Improving the management of employment measures, measure "Green jobs" in particular, and its integration with existing social employment measures must be achieved through better cooperation, interchangeability and transferability. At the same time financial support under the measure "Green jobs" has to be equal or higher compared to the minimum salary in the sector where the job is on offer and the social security contributions have to be paid out from the state budget.

✓ The activities that could overcome the problems in the green sector economically could be: improvement of the financial credit instruments of environmental policy as ecological funds. Directing the resources from the Enterprise for management of activities to environment conservation in Bulgaria could get over most of the financial constraints that face the sector of green jobs and support initiatives such as additional trainings, consulting services, providing of new technology etc.

✓ Social threats could be overcome through specific programs aimed at supporting vocational education, specialization and qualification and further qualification, various training courses. They have to be undertaken to ensure better competency and improved skills for unemployed workers to prepare them for occupying green jobs and meeting the demand of the labor market; workers threatened to lose their current job or rate of income because of industrial change; employees who have to improve qualification and experience in the field of environmental protection and to enhance skills connected with green technologies.

✓ Implementation of best European practices for projects aiming to create and develop green jobs could remove the barriers the green sector faces technologically. This
could be using the best practices for projects in the sector of green employment. The innovative approach used in such projects lead to the implementation of innovative technologies and the expansion of the sector of green jobs. Projects that develop sustainable innovations can be used as best practices for creating jobs in regions that have problems with employment. They could also support the access to financial funds that will ensure sources for innovative technologies and this will lead to overcoming the economic, environmental and social challenges by creating new green jobs and new industries.

✓ In the context of ecological factors different stimuli and financial support have to be offered. The support could be a combination of implementation of different measures and ecological instruments. The stimulus could be realized through various initiatives such as financial support from the national and European support programs for reducing pollution, development of organic farming and green practices supported by the national state funds, initiatives supporting business to implement environmental standards etc.

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