







SPI Albania Project: Improving Auction Procedures for Immovable Collateral under Foreclosure

Note on the international experience on the bailiff service

Based on the information presented in the annexes of EURALIUS STUDY ON THE PRIVATISATION OF THE ENFORCEMENT SERVICE IN ALBANIA, SPI Secretariat performed an analysis on the international experience on the bailiff service in some countries: Czech Republic, France, Greece, Holland, Hungary and Poland.

The main findings of this analysis are presented below. The table in annex details all the legal provisions in selected countries.

Area	Findings
Bailiff's competences	The most common bailiff's competences refer to
_	enforcement of court decisions and executive titles,
	notifications for different acts, selling in auctions.
	Preparation of reports and credit collection are quite spread
	among bailiffs' practice. Evaluations, legal advice and
	hearing in courts are not very spread.
Legal status	In all targeted countries, the bailiffs are independent
	professionals who can perform their activities in a free way,
	but with very in detail regulated profession and hiring
	procedures. In the major part of the countries they have
	ethical, disciplinary and professional rulings. In all cases
	they are appointed by the Minister of Justice, but only in
Organization	some cases they might be public ministerial employees. In all researched countries, bailiff can exercise his profession
Organization	individually but in some cases they can also exercise
	profession in professional associations. In all the cases they
	have a national professional organization. Generally, bailiffs
	use additional staff in performing their duties and there is a
	national coverage of the bailiff service. In most cases,
	bailiffs have territorial limited competencies.
Eligibility	Generally there are very high professional and moral
	standards in order to qualify as a bailiff. Previous experience
	in a bailiff office and professional exams are a must. The
	major part of the countries has created facilities for
	continuous professional training and the trend is to make it
	obligatory. In some case the bailiffs are required to produce
	evidence on their financial capability to exercise profession.
	In all cases, bailiffs are appointed by the Minister of Justice.
Enforcement of court	Bailiffs are in all countries in charge with the enforcement of
decisions	court decisions.
Assignment of cases	In all targeted countries with one exception the creditor can
	choose the bailiff. In part of the cases, the choice is limited
	by the territorial competencies.

Enforcement of debtor's	In all countries the bailiff can apply obligatory enforcement
properties	on movable, immovable, physical and unphysical properties
Properties	of the debtor. In some countries the bailiff can apply
	conservative seizure (in one case an hierarchy is provided).
Responsibility for	In 3 out of 6 analyzed cases, bailiff has clearly the entire
enforcement	responsibility of the process. Czech case is relevant, as now
	the judge has to authorize all bailiffs' actions, but the reform
	undertaken will bring freedom to the bailiff. An opposite
	case is Poland, where the creditor has the leading part.
Right to collect	Yes, the bailiff has access to different/all kind of information
information on debtor's	on the debtor
assets	
Remuneration	In all cases, the debtor pays for enforcement expenses. If the
	bailiff is executing and the debtor is not able to pay, then the
	creditor pays.
Obligation to notify	Yes
Notification procedure	In most of the cases, notification can be done in various
_	ways: physically to debtor or to family, friend, neighbours,
	employees, by mail, posted on the addressee's door,
	published in the newspapers, left with the municipality,
	police or prosecutor offices.
Juridical validity of a	In order to give juridical validity of a notification, the bailiff
notification	has to keep a record on the notification. The notification is
	valid unless mistakes are proven.
Application of	The judicial officers in these countries do not yet proceed
regulations (CE)	according to the regulations (CE) n°1348/2000 of the
n°1348/2000 of	Council on notifications for juridical or non-juridical acts in
the Council on	civil and commercial matters.
notifications for juridical	
or non-juridical acts in	
civil and commercial	
matters?	
Credit collection by	In half of the sample countries the bailiff can collect credits
bailiff	through voluntary and obligatory execution.
Addressing credit	In the countries allowing bailiffs to collect credits, the client
collection requests	can approach directly the bailiff. As a rule, the bailiff first
	attempts to apply voluntary enforcement.
Contact and a second se	The seat for ellerting the state of the stat
Cost of credit collection	The cost for collecting credits is paid by the creditor. Fee
Dight to gell in another	system differs from country to country.
Right to sell in auction	The bailiff sells in auction, in some countries only for
Othornoo	obligatory purposes only.
Other competencies	In major part of analyzed countries the bailiff prepares
	reports. Providing legal representation for parties is either
	forbidden or allowed only in some cases (mostly related to
	enforcement). Providing legal advice is forbidden in some
	countries and allowed in others, but in some of the latest
	cases limited to the execution process. In most analyzed
	countries, the bailiff is not allowed to have other functions.

Annex Comparative table on the international experience on the bailiff service

Country	Czech	France	Greece	Holland	Hungary	Poland						
Criteria												
	I. Introduction											
Bailiff's competences	-Enforcement of court decisions -Notifications during enforcement procedure -Selling properties	- Enforcement of court decisions and other executive titles -Notifications on different acts -Preparation of reports -Credit collection - Evaluations and auctions of the things -Hearing in the courts	-Enforcement of court decisions and other executive titles -Notifications for different legal and other acts	- Enforcement of court decisions and other executive titles -Notifications for different legal and other acts -Preparation of reports -Voluntary and forced credit collection -Selling things in auctions	-Enforcement of court decisions and other executive titles -Notifications for different acts -Preparation of reports -Voluntary and forced credit collection -Selling things in obligatory or voluntary auctions -Providing legal advice	-Enforcement of court decisions and other executive titles -Notifications for different acts -Preparation of reports more rarely -Voluntary and forced credit collection -Selling things in obligatory or voluntary auctions -Seize things -No legal representation of clients						

Conclusions: the most common bailiff's competences refer to enforcement of court decisions and executive titles, notifications for different acts, selling in auctions. Preparation of reports and credit collection are quite spread among bailiffs' practice. Evaluations, legal advice and hearing in courts are not very spread.

Country	Czech	France	Greece	Holland	Hungary	Poland
Criteria						
Legal status	-Independent	-Independent	-Independent	-Independent	-Independent	-Independent
	professionals	professionals	professionals	professionals	professionals	professionals
	-Freedom in	-Freedom in	-Freedom in	-Freedom in	-Freedom in	-Freedom in
	exercising their	exercising their	exercising their	exercising their	exercising their	exercising their
	functions	functions	functions	functions	functions	functions
	-Appointed by the	-Public	-Appointed by the	-Appointed by the	-Appointed by the	-Public
	Minister of	ministerial	Minister of	Minister of	Minister of	ministerial
	Justice	employees	Justice	Justice	Justice	employees
	- Regulated	-Appointed by the	- Regulated	- Regulated	- Regulated	appointed by the
	profession and	Minister of	profession and	profession and the	profession and	Minister of
	the hiring	Justice	the hiring	hiring procedures	the hiring	Justice
	procedures	- Regulated	procedures	-Ethical,	procedures	- Regulated
	-Ethical,	profession and	-Ethical,	disciplinary and		profession and
	disciplinary and	the hiring	disciplinary and	professional		the hiring
	professional	procedures	professional	rulings		procedures
	rulings	-Ethical,	rulings	and therefore sign		-Ethical,
	and therefore sign	disciplinary and	and therefore sign	a guarantee		disciplinary and
	a guarantee.	professional	a guarantee			professional
		rulings	-Number of court			rulings
		and therefore sign	bailiffs is not			and therefore sign
		a guarantee	limited			a guarantee
						- No. of bailiffs is
						limited.

Conclusions: In all targeted countries, the bailiffs are independent professionals who can perform their activities in a free way, but with very in detail regulated profession and hiring procedures. In the major part of the countries they have ethical, disciplinary and professional rulings. In all cases they are appointed by the Minister of Justice, but only in some cases they might be public ministerial employees.

Country	Czech	France	Greece	Holland	Hungary	Poland
Criteria						
	T		1	1		1
Organization	-113 bailiffs, from which 30 women -Additional staff -Individual exercise of profession - National territorial coverage -National competencies -Professional organization	-3250 bailiffs, from which 690 womenAdditional staff -Individual or in professional associations exercise of profession -Limited territorial competencies (place of residence) -Professional organization	-2100 court bailiffs, from which 800 womenNo additional staff -Individual exercise of profession - Limited territorial coverage (court of appeal) -Professional organization	-300 judicial officers, from which 63 womenAdditional staff -Individual or in societies exercise of profession -National competencies -Professional organization They have	-203 bailiffs, from which 11 womenAdditional staff -Individual or in professional associations or in companies exercise of profession - National competencies, with some exceptions -Professional organization	-585 bailiffs, 30 % of which are womenAdditional staff -Individual exercise of profession -Limited territorial competencies (place of residence) -Professional organization

Conclusions: In all researched countries, bailiff can exercise his profession individually but in some cases they can also exercise profession in professional associations. In all the cases they have a national professional organization. Generally, bailiffs use additional staff in performing their duties and there is a national coverage of the bailiff service. In most cases, bailiffs have territorial limited competencies.

	Country	Czech	France	Greece	Holland	Hungary	Poland
Criteria							
Eligibility		-Czech nationality -Excellent moral image -University degree in justice -Previous experience in a bailiff's office (3 years) -Professional exam -Appointed by the Minister of Justice	-French nationality -Excellent moral image -University degree (4 years) in law -Previous experience in a bailiff's office (2 years) -Professional exam -Appointed by the Minister of Justice -Office needed -Continuous professional training	-Greek nationality -No university degree -Previous experience in a bailiff's office (1 year) -3 months seminar -Professional exam -Appointed by the Minister of Justice -Continuous professional training	-Dutch nationality - Excellent moral image -University degree in law -Previous experience in a bailiff's office (4 years) -2 years candidateship to become judicial officersFinancial plan in order to evaluate if the office will be viableAppointed by the Minister of JusticeContinuous professional training (will become obligatory)	-Hungarian nationality -Excellent moral image -University degree (4 years) in law -Previous experience in a bailiff's office (2 years) -Professional exam -Appointed by the Minister of Justice -One year in a bailiff office - Annual obligatory professional	-Polish nationality -University degree (5 years) in law -Previous experience in a bailiff's office (2 years) -Professional exam for competing for a vacancy -Appointed by the Minister of Justice

Conclusions: Generally there are very high professional and moral standards in order to qualify as a bailiff. Previous experience in a bailiff office and professional exams are a must. The major part of the countries has created facilities for continuous professional training and the trend is to make it obligatory. In some case the bailiffs are required to produce evidence on their financial capability to exercise profession. In all cases, bailiffs are appointed by the Minister of Justice.

Country	Czech	France	Greece	Holland	Hungary	Poland
Criteria						
		II. Enforc	ement of justice dec	cisions		
	D - :1:66-	O - 1 (1 - 1 - 11:66 -	G 1	0.145	O 1 (1 - 1 - 11:66 -	O . 1 (1 - 1 - 11:00-
Enforcement of court decisions	Bailiffs (free professionals) and by court clerks. The creditor can request one or the other to enforce.	Only the bailiffs can enforce justice decisions and other executive titles. Only they are entitled to apply obligatory executions and conservative seizing.	Court decisions and other executive titles are enforced by court bailiffs . They can apply conservative measures.	Only the judicial officers can enforce justice decisions and other executive titles. Only they are entitled to apply obligatory obstructive measures within the obligatory execution procedures.	Only the bailiffs can enforce justice decisions, and other executive titles. Only they are entitled to apply obligatory execution.	Only the bailiffs can enforce justice decisions. Only they are entitled to apply obligatory obstructive measures.
Conclusion: Bailiffs ar	e in all countries in	charge with the en	forcement of court	decisions.		
Assignment of cases	Upon creditor's choice	Upon creditor's choice and according to territorial competency	Upon creditor's choice and according to territorial competency	Upon creditor's choice As the judicial officers are part of a net, the local judicial officers deal with the obligatory execution.	The respective courts distribute the files to the bailiffs at the execution places by lot.	Upon creditor's choice and according to territorial competency
Conclusions: In all tar the territorial compete	_	h one exception the	creditor can choose		of the cases, the cho	oice is limited by

Country	Czech	France	Greece	Holland	Hungary	Poland
Criteria						
Enforcement of	The bailiff can	The bailiff can	The court bailiff	The judicial officer	The bailiff must	The bailiff can
debtors' properties	apply the	apply the	can apply the	can apply the	apply the hierarchy	apply the
	obligatory	obligatory	obligatory	obligatory	of the execution	obligatory
	enforcement on	enforcement on	enforcement on	enforcement on	procedures:	enforcement on
	movable,	movable,	movable,	movable,	1. Seizure of the	movable,
	immovable,	immovable,	immovable,	immovable,	bank accounts	immovable,
	physical and	physical and	physical	physical and	2. Seizure of salary	physical and
	unphysical	unphysical	and unphysical	unphysical	3. Seizure of	unphysical
	properties of the	properties of the	properties of the	properties of the	movable things	properties of the
	debtors.	debtors. He can	debtors.	debtors. He can	4. Seizure of	debtors.
		apply conservative		apply conservative	immovable things	
		seizing.		seizure.		
Conclusions: In all coun					nd unphysical proper	rties of the debtor.
In some countries the ba						
Responsibility for	Bailiff's actions to	The bailiff is	The court bailiff is	The judicial officer	The bailiff must	The creditor
enforcement	be authorized by	responsible for the	responsible for all	in charge is	respect the civil	approves the
	the judge. Slow	whole enforcement	actions during the	responsible for the	procedures of	execution
	system. Reform on	process. He has the	enforcement	whole process. If	execution. He can	procedures, but
	the way to give	competencies to	procedures in close	needed, he asks for	ask the competent	always after the
	freedom to the	request the	cooperation with	the assistance of the	judge to give	advice of the
	bailiff's actions.	execution judge or	his client.	police.	authorizations or	bailiff.
	In case the court	prosecutor to			clarifications on the	
	clerk is enforcing,	issue authorizations			file. In difficult	
	the judge leads the	or to prescribe the			cases, the bailiff	
	process.	necessary			keeps a record and	
		measures.			brings it to the	
					respective judge.	

Conclusions: In 3 out of 6 analyzed cases, bailiff has clearly the entire responsibility of the process. Czech case is relevant, as now the judge has to authorize all bailiff's actions, but the reform undertaken will bring freedom to the bailiff. An opposite case is Poland, where the creditor has the leading part.

Country	Czech	France	Greece	Holland	Hungary	Poland
Criteria						
Right to collect	-Yes, from	Yes, but only	Yes, all kinds of	Yes, from the	Yes. The bailiff	Yes. The bailiff
information on	different	related to: address	information from	civil and	can check the	can check the
debtors' assets	institutions: tax	and bank	different	properties'	registers of all	addresses',
	office, office for	accounts of the	institutions and	registry, on	institutions in	vehicles' and
	registration of	debtor or his	offices, such as:	immovable and	Hungary, except	cadastre registers.
	immovable	employer,	office for	movable	the mobile	
	properties, banks,	vehicle and	registration of	properties, on	phone companies.	
	insurance	properties	immovable	vehicles, person's	He has direct	
	companies, etc.	registration	properties,	identity, etc.	access	
	-Professional	offices.	vehicles, etc.		electronically to	
	secret				the information.	
	-Use information					
	for enforcement					
	purposes only					
Conclusions: Yes, the	bailiff has access to	different/all kind of	f information on th	e debtor		
Remuneration	-The debtor pays	The debtor pays	The debtor pays	The debtor pays	The debtor pays	The debtor pays
	for the	for the	for the enfor-	for the	for the	for the
	enforcement	enforcement	cement expenses.	enforcement	enforcement	enforcement
	expenses.	expenses. If he is	If the execution	expenses. In case	expenses. If he is	expenses. If he is
	-If the bailiff is	not able to pay,	fails, then the	of unsuccessful	not able to pay,	not able to pay,
	executing and the	then the creditor	creditor pays.	execution, then	then the creditor	then the creditor
	debtor is not able	pays a fee related	There are fixed	the creditor pays.	pays.	pays.
	to pay, then the	to the amount	fees for enfor-			
	creditor pays.	collected.	cement rocedures.			
Conclusions: In all cas creditor pays.	ses, the debtor $\overline{\text{pays}}$	for enforcement ex	penses. If the bailif	f is executing and th	e debtor is not able	to pay, then the

Country	Czech	France	Greece	Holland	Hungary	Poland					
Criteria											
	III. Notification of acts										
Obligation to notify	Yes.	Yes	Yes.	Yes.	Yes.	Yes.					
Obligation to notify Notification procedure	Yes. -Handing out to the addressee or left to a person present in the family or in the place of execution by the bailiff himself	·			Yes. -Handing out to the addressee or left to a person present in the family or to un authorized person by the bailiff himself If no one can take the act, during execution procedures, the bailiff sticks to the addressee door an invitation to go to his office. Also a letter is delivered	Yes. -Handing out to the addressee or left to a person present in the family (relative, friend) or at work place or neighbour. by the bailiff himself If no one can take the act, a notification is left for the addressee to go to the bailiffs' office. The addressee might be invited also through a public					
		failure of the notification -Mail to the last known address a simple letter and another one as recommendatory mail, asking for receipt.	left to the local police officeIf the addressee is absent, one notification is left to the state prosecutor office and two others are published in newspapers.	newspaper.	through the post office. In other cases (not during execution) the bailiff shall try once again to notify the addressee.	visible notification in newspapers or at the municipality to come and take the notification (or to be informed).					

Conclusions: In most of the cases, notification can be done in various ways: physically to debtor or to family, friend, neighbours, employees, by mail, posted on the addressee's door, published in the newspapers, left with the municipality, police or prosecutor offices.

Country	Czech	France	Greece	Holland	Hungary	Poland
Criteria						
Juridical validity of a notification	The bailiff shall take a record on the notification which has an official value and certifies the receipt of the act and the conditions of the delivery.	The form of the bailiffs' act is very important and solemn. The bailiff keeps a record on the circumstances of sending the notification of an act, which shall remain in force until it is proved that there are possible mistakes.	The court bailiff shall take a record on the notification which has an official value and it shall remain in force until it is proved that there are possible mistakes.	The report of the judicial officer has official value and shall remain in force until it is proved that there are possible mistakes.	The bailiff keeps a record on the notification, which is considered as official.	The bailiffs' notifications are considered as authentic and are of official nature.
Conclusions: In order to	give juridical validit	y of a notification, th	e bailiff has to keep a	record on the notifica	ation. The notification	n is valid unless
mistakes are proven.						
Application of regulations (CE) n°1348/2000 of the Council on notifications for juridical or non-juridical acts in civil and commercial matters?	No.	The bailiff is an entity of origin. The National Chamber of the Bailiffs is the competent entity to make notifications for acts of the bailiffs having the territorial competencies.	No. Acts are notified by a servile of the Ministry of Justice.	The judicial officer is an entity of origin (in charge to deliver documents to other EU member states) and required (in charge to carry out notification of acts coming from other EU member states). KBvG is a central entity.	Not yet.	Not yet.
Conclusions: The judicia	l officers in these cou	intries do not yet pro	ceed according to the	regulations (CE) n°1	348/2000 of the Coun	cil on notifications

Country	Czech	France	Greece	Holland	Hungary	Poland				
Criteria										
for juridical or non-juridical acts in civil and commercial matters.										
IV. Collection of credits										
Credit collection by	No.	Yes. The bailiff	No.	Yes. This activity	Yes. The bailiff	No.				
judicial officers		can apply		is very developed	can apply					
		voluntary or		in Holland. It	voluntary or					
		obligatory		constitutes 40 -	obligatory					
		execution in		50% of the	execution in					
		collecting all		judicial	collecting all					
		kinds of credits.		officers' total	kinds of credits.					
				activities.						
Conclusions: In half of	f the sample countr	ries the bailiff can co	ollect credits throug	h voluntary and ob	igatory execution.					
Addressing the		Directly by the		Directly by the	Directly by the					
credit collection		client.		client.	client.					
request		First, it will be		First, he will	First, it will be					
		attempted to		attempt to apply	attempted to					
		apply voluntary		voluntary	apply voluntary					
		enforcement. In		enforcement. In	enforcement. In					
		case of failure, he		case of failure, he	case of failure, he					
		shall ask for an		tries to get issued	shall try to have					
		execution order		an executive title	an execution					
		which entitles		in order to start	order to start the					
		him to start		the obligatory	obligatory					
		obligatory		execution.	execution.					
		execution.								

Conclusions: In the countries allowing bailiffs to collect credits, the client can approach directly the bailiff. As a rule, the bailiff first attempts to apply voluntary enforcement.

Country	Czech	France	Greece	Holland	Hungary	Poland				
Criteria										
Cost of credit collection		The costs shall be paid by the creditor. The remuneration is related to the collected amount.		The costs shall be paid by the creditor. The judicial officer and his client can reach an agreement on the respective remuneration.	The costs shall be paid by the creditor. The remuneration shall be fixed in agreement with the client in cases of voluntary credit collection. For obligatory executions the fees are fixed.					
Conclusions: The cost	for collecting credi	ts is paid by the cre	ditor. Fee system d	iffers from country						
Conclusions: The cost for collecting credits is paid by the creditor. Fee system differs from country to country. V. Other competencies of the judicial officer										
Right to sell in	Yes. The bailiff	Yes. The bailiff	Yes. The court	Yes. The judicial	Yes. The bailiff	Yes. The bailiff				
auction	sells in auction only for obligatory execution purposes.	seizes and sells in auction things that do not need an evaluator. This is a very important procedure for many bailiffs.	bailiff sells in auction only for obligatory execution purposes. He cannot sell in voluntary auctions.	officer can sell things in public juridical auctions or in voluntary auctions.	sells in auction. He can sell in voluntary or obligatory auctions during execution.	seizes and sells in auction different things within the voluntary or obligatory execution.				
Conclusion: The bailiff sells in auction, in some countries only for obligatory purposes only.										
Preparation of	No.	Yes. Reports are	No.	Yes. Preparing	Yes. The bailiff	Yes, but it is not				

Country	Czech	France	Greece	Holland	Hungary	Poland
Criteria						
reports/certificates		prepared very often and are a very important part of the activities of many bailiffs.		reports/certificates constitutes 2 - 3% of the total activities of the judicial officers.	prepares reports in special cases if requested by the judge.	practiced.
Legal representation of parties	Yes, but only during the process of requesting authorization to proceed with enforcement with revised measures (in case of appeal).	Yes. The bailiff can represent the parties in trials in some cases, i.e. in the commercial matters court, in the salaries seizure courts, in front of the execution judge	No.	Yes. The judicial officer represents the parties in trials for obligations amounting up to 5000 Euro.	No, but the bailiff presents a request to the respective judge for issuing an execution order.	No.
Legal advice provision	Yes, but only within the execution process	Yes. The bailiff has the same level of juridical competencies as an attorney, notary or magistrate.	No.	Yes.	Yes, but only within execution procedures.	No.
Other functions	No.	The bailiff offers to the client private services at the courts.	No.	No.	No.	No.

Conclusions: In major part of analyzed countries the bailiff prepares reports. Providing legal representation for parties is either forbidden or allowed only in some cases (mostly related to enforcement). Providing legal advice is forbidden in some countries and allowed in others, but in some of the latest cases limited to the execution process. In most analyzed countries, the bailiff is not allowed to have other functions.