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<p>Franco Rossi
 Senior Associate, Roma</p> <p>Roma, 17 ottobre 2018 - In un ordinamento democratico, per assicurare la legittimità delle decisioni (e quindi l'accettabilità delle stesse da parte dei destinatari), l'azione amministrativa non può prescindere dal consenso sociale.
 Quindi, in un'ottica di evoluzione della P.A., negli ultimi decenni si è passati dalla centralità del provvedimento amministrativo - atto esemplificativo dell'autoritarità amministrativa in una prospettiva tradizionale di gestione unilaterale del potere nei rapporti tra amministrazione e cittadini - ad un sempre maggiore focus su modelli consensuali di gestione dell'interesse pubblico.
 È con l'art. 11 della Legge n. 241 del 1990 che viene istituzionalizzato il modello convenzionale dell'azione amministrativa, in modo da ricercare la soddisfazione dell'interesse pubblico con il consenso del privato in un temperamento delle opposte posizioni in gioco, anche al fine di ridurre le occasioni di conflitto. In particolare, si stabilisce che "l'amministrazione procedente può concludere, senza pregiudizio dei diritti dei terzi, e in ogni caso nel perseguimento del pubblico interesse, accordi con gli interessati al fine di determinare il contenuto discrezionale del provvedimento finale ovvero in

sostituzione di questo".
 Questo nuovo modo di amministrare la cosa pubblica verrà poi calato anche "in banchina". Infatti, la cd. Legge portuale (L. n. 84/1994), che sarà approvata pochi anni dopo, prevede all'art. 18, comma 4, che "per le iniziative di maggiore rilevanza, il presidente dell'autorità portuale può concludere (...) accordi sostitutivi della concessione demaniale ai sensi dell'articolo 11 della legge 7 agosto 1990, n. 241".<p> <p>Così, nelle ipotesi riguardanti le aree demaniali più rilevanti, anche interessate dalla realizzazione di opere di infrastrutturazione, il relativo affidamento in concessione non si realizza necessariamente attraverso l'emanazione di un atto amministrativo, ma per mezzo di un accordo sostitutivo del medesimo, sottoscritto dall'Autorità di Sistema Portuale e dal soggetto economico privato. Il proposito del legislatore appare chiaro: disciplinare il rapporto concessorio in ogni suo aspetto in modo concorde, dalla definizione delle eventuali opere da realizzare, alla determinazione del canone demaniale, passando per una puntuale programmazione delle attività da sviluppare sul compendio interessato ed il rilascio delle autorizzazioni allo svolgimento delle operazioni portuali.
 Ma quando sorge una controversia proprio sull'accordo sostitutivo, quale è il giudice chiamato a dirimere la questione? Detto altrimenti, si va davanti al Tribunale ordinario o davanti al TAR?
 Il quesito discende dal profilo maggiormente dibattuto in relazioni a tali accordi, ovvero quello relativo alla loro natura giuridica, privata o pubblica.
 Secondo un primo orientamento, gli accordi hanno natura privatistica. Diversi gli argomenti a sostegno di questa tesi: a) l'"accordo" è elemento essenziale del contratto (art. 1325 c.c.); b) l'art. 11 l. n. 241/90 opera un rinvio generale (seppure "in quanto compatibili" e "ove non diversamente previsto") ai principi del codice civile in materia di obbligazione e contratti; c) il legislatore ha previsto lo strumento del recesso, strumento privatistico per l'esercizio di un diritto esplicito di una tutela privata.
 Al contrario, la ricostruzione degli accordi in esame in termini pubblicistici - orientamento, questo, prevalente - si fonda su una serie di considerazioni giuridicamente più consistenti: a) l'art. 11 l. n. 241/90 subordina anzitutto la possibilità dell'amministrazione di concludere un accordo al fatto che agisca nell'esercizio di un potere amministrativo volto alla realizzazione dell'interesse pubblico, con la conseguenza che disponendo la conclusione dell'accordo adotterebbe comunque una decisione amministrativa; b) nel caso in esame la disciplina privatistica assume rilievo solo integrativo ed aggiuntivo rispetto a quella pubblicistica, posto che i vizi deducibili di tali accordi sono quelli tipici dell'atto amministrativo; c) la norma rilevante fa riferimento ad un accordo e non ad un contratto, con ciò dimostrando la volontà del legislatore di non intendere tali intese alla stregua di contratti di diritto privato; d) il rinvio operato dall'art. 11 l. n. 241/90 è rivolto ai principi del diritto civile e non già al codice civile sicché deve ritenersi prevalente la connotazione pubblicistica degli
 accordi (Cons. Stato, Sez. V, 24 ottobre 2000, n. 5710); e) è previsto il potere unilaterale dell'amministrazione di disporre il recesso per motivi di pubblico interesse; f) il richiamo espresso operato dall'art. 11 l. n. 241/90 alla possibilità di concludere tali accordi "senza pregiudizio dei terzi", sarebbe superfluo per effetto del principio di relatività ex art. 1372 c.c. in caso di effettiva prevalenza della natura contrattuale; g) è previsto l'assoggettamento degli accordi sostitutivi ai medesimi controlli previsti per il provvedimento amministrativo.
 Alla luce delle richiamate considerazioni, non sembra residuare alcuno spazio per la tesi privatistica, che ricondurrebbe gli accordi sostitutivi alla categoria del contratto (e quindi alla giurisdizione del giudice ordinario).
 Ogni più strenua ricostruzione contraria deve poi cedere

definitivamente il passo a fronte della disposizione ad oggi contenuta nell'art. 133 c.p.a., secondo la quale: "sono devolute alla giurisdizione esclusiva del giudice amministrativo, salvo ulteriori previsioni di legge (...) le controversie in materia di (...) formazione, conclusione ed esecuzione degli accordi integrativi o sostitutivi di provvedimento amministrativo".
A tale conclusione non possono sottrarsi neanche gli accordi sostitutivi di concessione portuale previsti ai sensi dell'art. 18, comma 4 della Legge 84 del 1994, atteso il ricordato richiamo espresso all'art. 11 della Legge 241 del 1990. Infatti, "sussiste, ai sensi dell'art. 133 comma 1, lett. a), c.p.a., la giurisdizione esclusiva del giudice amministrativo sulla controversia riguardante l'esecuzione di un accordo disciplinato dall'art. 11, l. n. 241 del 1990" (TAR Lombardia, Sez. II, 18 marzo 2016, n. 542).
Pertanto, in caso di controversie aventi ad oggetto tali accordi sostitutivi, il "Giudice a Berlino" sarà, in prima battuta, il TAR.