The "secondary media" can be divided into *elite media* and *popular media.* The former primarily address the elite public. There are also specialized media that only address specific sub-audiences.

Intermediary agenda-setting processes take place among all media. The members of the elite public use elite media not only for information purposes, but also to exert influence on the media agenda. Influences by popular media on elite media can also not be ruled out. Even the selection of issues by the news agency is influenced by which issues its "audience" – the popular and elite media – are interested in.

The passive audience does not constitute a uniform, unstructured mass. Here again, the level of "chance encounters" is important, which the processes of framing of issues can act on without drawing the attention of the mass media.

Overall, a very large number of different development lines emerges, depending on the interaction patterns among the various public actors. Adequate explanation attempts for social agenda-setting processes must therefore take account of these manifold interaction possibilities (see Eichhorn 2005, 153ff).

2.4.5 Functions

In this model, functions refer to the overarching tasks of the three spheres. The functions encompass the definition of individual issues (for details on issues and issues management, see Chapter 2.2), and they also encompass the synthesis of issue structures. The participants in the framing-of-issues process are all also involved in the definition of issues, which is subject to continuous change. While these definition processes concern individual issues, the process of synthesis affects the entire issue structure.

An important subprocess in this regard is the determination of priorities. The "significance" of an issue is determined by how detailed the public's consideration of the issue is. This includes the attention of the mass media, the extent of mobilization of the politically active population groups, resonance among the broad public, and the linking of issues with powerful political and economic areas. The process of synthesis also includes the linking of individual issues to larger structures which may form an identification basis for social groups.

Events and issues can only really be interpreted, however, by means of *framing*, i.e. the embedding of issues and events in a larger framework that allows the recipient to classify the individual events or new events accordingly.