

more targeted stakeholder management possible. It should thus enjoy greater attention in future as a valuable aid.

6.6 Functions

The two most essential functions that Eichhorn mentions in his book are:

- the definition of issues, and
- the synthesis of issue structures

The *definition process*, which always only concerns individual issues, separates central from peripheral aspects and at the same time establishes a framework for a problem area. The *synthesis process*, in contrast, concerns the entire issue structure. Individual issues are consolidated into larger structures with which social groups can identify. Within the structures, priorities are established depending on significance. The significance of an issue in turn results from how much detail the various publics invest in its consideration. Specifically, this is shown in the attention shown to an issue by the mass media, the linking of issues with powerful and well-known actors from politics and business, the scale of mobilization of the active population, and lastly the resonance among the broad public (see Eichhorn 2005, 154f). However, there is no generally applicable concept for the influencing of issues.

Issues have an expiration date – international issues even more than national issues – especially when there are no new events surrounding the issues. Conversely, one can conclude: with the help of continuous new events – either "random" events or events one has staged oneself – an issue can be maintained. This was seen during the hot phase of the tax affair: the visit by Prime Minister Otmar Hasler to Federal Chancellor Angela Merkel on 20 February, the visit by Prince Albert of Monaco in Berlin a week later, and the signing of the Schengen-Dublin agreement by the Prime Minister in Brussels on 28 February certainly contributed to more intense coverage than would have been the case without these events.

In light of the complexity of the issue and the many facets that surfaced in the media reports, the key questions are: "What is the actual issue? What was really at stake? What is the larger issue structure into which the individual issues can be consolidated? Can everything be consolidated into a single large issue?" This question is considered in Chapter 6.6.2. But first, individual issues should be filtered out.

6.6.1 Definition of issues

Based on the analysis of the media coverage in Chapters 6.2 and 6.4, the following eight most essential issues can be filtered out. Of course, other issues relating to the tax affair also exist that were taken up and discussed by the media, such as the data theft at a second Liechtenstein bank, the Liechtensteinische Landesbank (LLB); the investigations against the BND informant, Heinrich K.; the visit by Prince Albert of Monaco to Berlin a week after the visit by Prime Minister Hasler to Berlin; but also the Europe-wide investigations against tax evasion that began the end of February, since the United Kingdom was also in possession of the LGT data and the BND was considering giving the data to other European countries that had expressed interest as well. But this paper will restrict itself to the most essential issues. Every issue is substantiated with paradigmatic quotes or article headlines.