



Credit: Allison Shelley / EDUimages

Activity 7: Orca Task Force

Students take on the perspectives of various groups (e.g., commercial fishers, tribes, taxpayers, etc.) to evaluate measures designed to save the Southern Residents. During a mock meeting, groups weigh the pros and cons of each measure and decide whether or not their group would support it. Groups are then faced with a budget crisis and must decide how they would reprioritize each measure.

The issues and profiles presented in this activity have been simplified and generalized for classroom use and do not fully represent the complexities and delicacies of the real Orca Task Force. See the [Southern Resident Orca Task Force Report and Recommendations](#) from November 16, 2018 for the real recommendations.

Key Student Questions

- How can groups with competing interests work together to solve a challenging problem?
- How can we balance society's economic needs with the needs of the Southern Residents?
- As a society, how should we decide which conservation projects to fund?

Key National Standards

CCSS

- CCSS.ELA-LITERACY.CCRA.[SL.1](#); CCSS.ELA-LITERACY.SL.[6.1](#), [7.1](#), [8.1](#)
- CCSS.ELA-LITERACY.CCRA.[SL.4](#); CCSS.ELA-LITERACY.SL.[6.4](#), [7.4](#), [8.4](#)
- CCSS.ELA-LITERACY.CCRA.[SL.6](#); CCSS.ELA-LITERACY.SL.[6.6](#), [7.6](#), [8.6](#)

C3

- [D2.Eco.1.6-8.](#)
- [D2.Soc.3.9-12.](#)
- [D2.Soc.13.9-12.](#)

Keyword

Task force—A group of people who deal with a specific problem.

Supporting Vocabulary

Co-manager—A person who manages something jointly with one or more other people.

Policymaker—A person responsible for making policy, especially in government.

Naturalist—A person who studies plants and animals as they live in nature.

Natural resource manager—Someone charged with protecting natural resources such as land, water, soil, plants and animals.

Stakeholder—A person with an interest or concern in something.

Subsistence—Harvesting food to feed one's family or community; not for profit.

Optional Student Prework

1. Divide the class into 6 groups.
2. Assign each group a different [Orca Task Force Profile](#) (e.g., commercial fisher, environmentalist, etc.).



Required Materials

- **Handout:**
[Orca Task Force Profiles](#)
Pg 78-89
6 different profiles for 6 groups of students
1 per student
- **Handout:**
[Task Force Scenario](#)
Pg 92-93
6 copies
- **Slide deck:**
Orca Task Force
- **Handout:**
[Priorities](#)
Pg 94-95
6 copies
- **Driving Question**
Poster from Activity 1

3. Give each student in the group a copy of the profile to read and complete before the activity.

Preparation

If you do not have a lot of experience facilitating debate in your classroom, consider reviewing one or more of the following resources:

- [Civil Discourse in the Classroom](#), Learning for Justice
- [How to Teach Controversial Topics and Civil Debate](#), Civics Renewal Network
- [Teaching About Controversial Issues: A Resource Guide](#), Choices Program

Introduction

1. Share the following excerpt with the class:^{37,38}

In 2018, Washington Governor Jay Inslee announced the creation of the Orca Task Force. This team of experts represents members of the Legislature, the Government of Canada, tribal, federal, local and other state governments, and the private and non-profit sectors. The Task Force has been charged with developing longer-term recommendations for Southern Resident recovery.

This team of 45 experts have widely diverging interests—ranging from tour boat operators to fishers and environmental organizations to hydropower operators. They will need to deliver actions that are politically feasible, fundable, and create real change. The task force members will need to come to consensus on dozens of possible actions meant to target the three main problems facing the whales: limited prey, vessel traffic and noise, and contamination.

Note: This activity is not designed to

recreate the Task Force. It is designed to stimulate classroom discussion around real-world issues.

2. Explain to the class that they are going to participate in a mock Orca Task Force. Students will represent various groups whose lives are connected to or affected by the Southern Residents. During this meeting, the Task Force will attempt to reach a consensus about six key proposals. Attempting to reach consensus will be important and challenging since the groups have different perspectives and needs.

Activity - Part I

1. Seat each of the Task Force groups (e.g., commercial fishers, environmentalists, taxpayers, etc.) together.
2. Have students retrieve their completed [Orca Task Force Profile](#). If this was not assigned as prework/homework, give students about 20 minutes to complete it independently.
3. Give groups a few minutes to confer on their answers.
4. Give each group a copy of the [Task Force Scenario](#) and give them about 15 minutes to complete it.
5. As students are working, write the following table on the board:

Task Force Group	Concerns	Proposed Solutions
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6. After groups complete their scenario, have them record their responses in the table.
7. To better facilitate the conversation, have students create a circle in the middle of the room. Students may move their desks or sit on the floor, but groups should remain together.

8. Instruct each group to write their group name (e.g., commercial fishers, environmentalists, taxpayers, etc.) on a sheet of paper. They should fold the paper like a tent and place it in front of their group so others know who they represent.
9. Give each group a minute to introduce themselves to the rest of the Task Force. As groups are introducing themselves, listeners should fill in a short description on Page 1 of the *Orca Task Force Scenario* under the Participants heading.
10. Give the class a few minutes to review the information in the table.
11. Ask the class to identify any common ground or areas that might cause conflict.

Activity - Part II

1. Remind the class that the goal of the Task Force is to come to consensus on six key proposals. Attempting to reach consensus will be challenging. Conflicts may arise because different groups have different needs, histories, and perspectives. Despite these differences, each group should do their best to be active listeners and respond respectfully.
2. As a class, create ground rules for the discussion. Write these rules on the board. Examples include:
 - Everyone must speak at least once.
 - Group members must take on the identity of their group during the meeting.
 - One group cannot interrupt another.
 - Each speaker must take on the role of their assigned group.
 - To approve a measure, at least ___% of the groups must vote in favor.
3. Explain that you, the facilitator, will lead a vote on each of the six proposals. Each group will have a minute to confer and decide if they will or will not support the

proposal. If groups have not come to a consensus, they will have a few minutes to explain their position. Then a revote will take place.

4. Draw the following table on the board:

Measure	Yes Votes	No Votes
1. Water Quality Standards		
2. Hatchery Production		
3. Dam Removal		
4. Pinniped Removal		
5. Chinook Fishing Restrictions		
6. Vessel Restrictions		

5. Project the *Orca Task Force* slide deck.
6. Read through a slide.
7. Give students time to confer with their group to decide whether or not they would support the measure.
8. Give each group a minute to share the reasons why they support or oppose the measure.
9. Conduct a vote before moving to the next measure. Record each group's name in the corresponding column (i.e., yes votes or no votes) on the table.
10. After each of the six issues has been voted upon, give students a few minutes to reflect upon the end results.
11. Lead a class discussion, Think-Pair-Share, or free write using the following prompts:
 - What did this process feel like?
 - How might it have felt different to participate on the real Orca Task Force?

- What should happen if a small majority disagrees with a proposal supported by a majority of the Task Force?
- What should happen if a vote is split 50/50?
- What kind of testimony from other groups influenced your opinion?
- What kind of testimony from other groups did not influence your opinion?

12. Think about how well students collaborated throughout this exercise and share examples with the class. Let students know how you would like to see this type of collaboration in their future work.

Activity - Part III

1. Share the following excerpt with the class:

In real life, many of our conservation goals and decisions are constrained by budgets. Even if all members of the Orca Task Force agreed to adopt a measure that does not guarantee there would be enough money to complete the project. In the upcoming activity, we will conduct a simulation to better understand real-world budget scenarios.

2. If students are not already sitting with their Orca Task Force group, instruct them to do so.
3. Give each group a copy of the [Priorities](#) handout and read through the instructions together.
4. Give the class about 5 minutes to complete the Priority column in Sections I.
5. Let the class know that the Task Force has been given a budget of \$1.1 billion to make investments that will build a thriving and resilient orca population.³⁹
6. Tell the class that you are about to share the cost of each measure. As you share

this cost, someone from the group should write the number in the cost column.

- Measure 1: \$550 million (\$550,000,000)
- Measure 2: \$500 million (\$500,000,000)
- Measure 3: \$850 million (\$850,000,000)
- Measure 4: \$50 million (\$50,000,000)
- Measure 5: \$77 million (\$77,000,000)
- Measure 6: \$33 million (\$33,000,000)

Note: These are not real costs estimates and were created solely for the purpose of this classroom activity.

7. Give groups about 5 minutes to complete Part II of the handout.
8. While groups are working, add two additional columns to the table on the board: "Fund" and "Do Not Fund"

Measure	Yes Votes	No Votes	Fund	Do Not Fund
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9. Give each group a minute to share the reasons why they would or would not fund the measure.
10. Conduct a vote before moving to the next measure. Record each group's name in the corresponding column (i.e., fund, do not fund) on the table. If time allows, this activity can be expanded into a debate or a consensus building activity.
11. After each of the six issues has been voted upon, give students a few minutes to share their observations of the end results.
12. If desired, lead a scenario in which the state has a major budget surplus or shortfall and adjust the budget accordingly. Have groups describe how their actions would change given the new budget.
13. In Think-Pair-Share, free write, or popcorn format, have students reflect upon the following questions:

- How did this process feel?
- How might this process have been similar or different to the real Orca Task Force?
- Were any voices missing from the Task Force? How could they have contributed to the conversation?
- What are the benefits and challenges of collaborating with many different groups?
- When someone's livelihood is at stake, how might this affect their ability to compromise?
- How can we find common ground, even with groups who have opposing views?

Driving Question

Review the list of questions from Activity 1. Cross off any questions that were answered in today's activity. Add additional questions that may have arisen.

Discussion Questions

1. As a society, how should we decide which conservation projects receive funding, especially when there are so many funding needs—like education, healthcare, and housing—and many species needing help?
2. It is human nature to want something now rather than in the future. For example, some fishers would rather have 100 fish in their nets now, than 200 next year. How does short-term thinking impact conservation efforts?
3. Conservation projects are sometimes scaled back, postponed, or cancelled due to budget constraints. Should economic issues drive the implementation of conservation projects? Why or why not?
4. How can decision makers ensure that all voices on an issue are heard?

5. How can we ensure that both Southern Residents and people are able to meet their basic needs?

Public Product

Have groups create a video response to one or more of the following prompts. [Screencastify](#) and [Flipgrid](#) are two free tools that can help with this process. The videos can serve as an exhibit during the final public conference, should you choose to host one.

- What issues are most important to your group?
- How can your group balance its needs with the needs of the Southern Residents?
- What advice would you give to others who need to build consensus with other groups?

Additional Resources



Articles

[Inslee's budget takes big steps to save orcas and salmon](#)

[Orca task force adds 13 recommendations at final meeting as 'biological extinction' looms](#)
Bellamy Pailthorp, KNKX

Report

[Southern Resident Orca Task Force Report and Recommendations](#)

Video

[Orca Task Force's final recommendations for saving Southern Resident Killer Whales](#) (49:48)

Association of Washington Farmers

What's Important to Me

- Ensuring family farms continue to feed the world.⁴⁸
- Protecting farmers from burdensome taxes, fees, and regulations.⁴⁹
- Ensuring access to water and protection of existing water rights.⁵⁰
- Maintaining critical transportation infrastructure to improve farm-to-market access.⁵¹

Stats

- Agriculture is Washington State's second largest industry.
- There are more than 39,000 farms operating on more than 15 million acres in Washington.⁵²
- Washington farmers and ranchers produce \$7.9 billion of crops and livestock each year.⁵³

Summary⁴⁰

Many of the farm and ranch families in our state are multi-generational. The actions they take on their farms today are done as wise stewards of their land that they intend their family to keep farming for many more generations. As long-time residents of Washington State, farmers and ranchers care about the plight of our resident orca population. We want to do all that is necessary to restore their numbers to a healthy, sustainable level. We are an organization that represents the social and economic interests of farm and ranch families.

"We support orca recovery, and we will remain involved because it is a priority to us. When it comes to regulatory expansion, we just ask for caution moving forward."⁴¹

Water Quality⁴²

Our state water quality regulations already exceed those of most other states. We are reluctant to support further water quality regulations. Additional regulations might cost us more money or force us to change our farming practices.

Hatchery Fish

Since Southern Residents are starving, it makes sense to get them more food by increasing hatchery salmon. However, as most farmers know, when you interfere with nature, there can be unintended consequences. Hatchery fish can compete with wild fish for food and other resources. Hopefully, a short-term increase in hatchery production will not have long-term consequences for wild salmon. Once the Southern Residents are on better footing, we should scale back the hatchery production.

Dam Removal^{43,44,45}

We oppose breaching or removing the lower Snake River dams. The dams along that river are the lifeblood of those communities. Eliminating the dams would seriously hurt

the state's agricultural industry, which relies on irrigation water for farms in the Columbia Basin and beyond. The dams also allow barges to ship food around the world. Barges are more efficient and cheaper than rail or trucks. They also emit fewer greenhouse gases. If we remove the dams and have to ship by rail or truck, costs would increase for farmers and consumers.

Pinniped Removal⁴⁶

Harbor Seals have become so plentiful that they're essentially robbing the killer whales of their food. Harbor Seals eat the baby salmon, and that means that there are far fewer to grow into adult Chinook. The Southern Residents need the adult Chinook to eat. We would like the tribes to be given the responsibility to remove harbor seals and to be compensated for their work in restoring this balance. If we can't come together and address this predation issue then all the habitat restoration we are doing will count for nothing.

Chinook Fishing Restrictions

As farmers, we depend on a harvest to make a living—like fishers do. Just like farming, fishing is often a multigenerational job—one that has been passed down for generations. We would hate for families and livelihoods to be impacted. If the Task Force restricts Chinook fishing, they should

figure out a way to compensate fishers for their losses.

Vessel Restrictions⁴⁷

Scientists have shown that the Southern Residents are affected by boat traffic and noise. It seems reasonable to ban boats from going near or harassing the whales.

Questions

Through the perspective of the farm coalition above, answer the questions below.

1. How is your group connected to water, salmon, and/or Southern Residents?
2. How would you be affected if salmon and/or Southern Residents became extinct?
3. Which solutions would you support?
4. Which solutions would you oppose?
5. Which solutions would you be willing to compromise on for the greater good?



Commercial Fishers

What's Important to Me

- Providing for myself and my family
- Sustainable fish stocks
- Safe working conditions
- Practical vessel regulations

Stats

- **200,000+** Jobs in CA, OR, and WA Supported by Commercial Fishing Industries in 2017.⁵⁴
- **\$39.5 billion** Sales impacts from the U.S. commercial fisheries in CA, OR, and WA in 2017.⁵⁵
- **734 million** Pounds of seafood caught commercially in CA, OR, and WA in 2017.⁵⁶

Summary

I grew up fishing for fun. Now I work as a commercial salmon fisher off the coast of Washington State. Fishing is my passion, but the work is not easy. I spend long days on rough waters and work hard to reel in fish for West Coast families. As a fisher, it is my duty to provide both myself and the West Coast with an adequate supply of fresh salmon.

***"We're already operating on a shoestring of what we used to have."**⁵⁷*

Water Quality

Water quality can impact the amount of salmon available to fish. Too much sediment from erosion can suffocate salmon eggs. Too much runoff from farms and roads can kill adult salmon in just a few hours.⁵⁸ I worry that if stricter water quality regulations are not put in place and enforced, there might not be enough fish to catch.

Hatchery Fish

Washington state has been using hatcheries to supplement salmon runs for more than 100 years. If we produce more hatchery fish, the Southern Residents can have more salmon to eat. When hatcheries produce more salmon, I also might have the opportunity to catch more fish and make more money.

Dam Removal

My great grandfather used to tell stories about rivers overflowing with 70-pound salmon! After the dams were built, he began to notice a decrease in the number and size of salmon.⁵⁹ It also costs taxpayers a lot of money to repair aging and hazardous dams.⁶⁰ I would like to see dams without fish ladders removed and those rivers return to their former glory.

Pinniped Removal⁶¹

As a fisher, I often encounter hungry harbor seals. In Puget Sound, these pests eat about 1.5 million juvenile Chinook each month!⁶² They also try to steal the fish I have worked so hard to catch!⁶³ Last year, harbor seals damaged my fishing gear while looking to get a quick snack. I am in favor of killing problematic pinnipeds near commercial fishing areas. This will also help the Southern Residents get more food.

Chinook Fishing Restrictions

I am a father of three children. Catching salmon allows me to provide for them. A ban on Chinook fishing would reduce the amount of money I can make and cause my family to suffer. Restrictions are already in place to limit the number of Chinook I can catch, and I don't want to see further limits. I don't want to see the Southern Residents go extinct, but we have to find other ways to protect these animals.

Vessel Restrictions⁶⁴

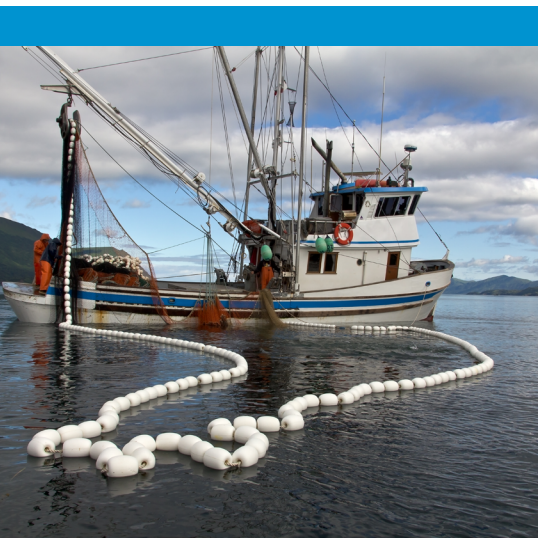
I have mixed feelings about telling boats where they can and cannot go. Not all boaters are responsible—I have seen some go too close and too fast around the Southern Residents. This probably causes the whales a lot of stress. Other boaters are just transiting an area or going fishing away from the whales. I'd support some

additional restrictions for boats following the whales. However, I do not want vessel restrictions to interfere with my ability to fish.

Questions

Through the perspective of the commercial fisher above, answer the questions below.

1. How is your group connected to water, salmon, and/or Southern Residents?
2. How would you be affected if salmon and/or Southern Residents became extinct?
3. Which solutions would you support?
4. Which solutions would you oppose?
5. Which solutions would you be willing to compromise on for the greater good?



Environmentalists

What's Important to Me

- Preserving the environment for future generations
- Creating regulations that are enforceable
- Ensuring equitable and sustainable use of resources
- Holding polluters accountable

Stats

- **14 million pounds**
Toxic pollution entering Puget Sound every year.⁶⁵
- **2.5 Hours**
Time it takes for toxic road runoff to kill adult salmon.⁶⁶
- **90%**
Amount of nutrients and chemicals that can be filtered by a rain garden.⁶⁷

Summary

My home is on San Juan Island and I enjoy watching whales from shore. I'm concerned about the number of boats I see around the Southern Residents. I have worked at an environmental non-governmental organization (NGO) for the past 15 years. Our organization aims to reduce water pollution. We help homeowners install rain gardens and repair leaks in their vehicles. We also help people select safer fertilizers and household cleaners. By reducing water pollution, we protect people and the Southern Residents.

"What affects the Southern Residents ultimately affects all of us."

Water Quality

Improving water quality is my passion! When it rains, pollutants from yards, roadways, and farms runoff into rivers. These pollutants eventually make their way to the ocean. Some pollutants accumulate in the blubber and breast milk of Southern Residents. Young whales can receive lots of contaminants from their mothers.⁶⁸ I think our state should provide incentives for homeowners to install rain gardens and maintain their vehicles. I would also like the state to better regulate harmful chemicals.

Hatchery Fish⁶⁹

Even though our state has been producing hatchery fish for more than a century, I do not support the practice. Hatchery fish can compete with wild fish for resources and can get wild fish sick. While producing more hatchery fish might seem like a quick fix, I think we should focus on solutions that do not have so many unintended consequences.

Dam Removal^{70, 71}

Now that solar energy, wind energy, and natural gas have become cheaper than hydroelectric power, I do not see a reason to keep the dams. Dams make it harder, and sometimes impossible, for salmon to migrate. Fish ladders have been installed at some dams, but they are expensive and many salmon still cannot complete their migration. Dams

many salmon still cannot complete their migration. Dams are also expensive to maintain and repair, and I think the money would be better spent elsewhere.

Pinniped Removal⁷²

Over the years, I have read different debates about killing harbor seals and sea lions in order to help salmon. Removing an animal from its habitat or killing it seems inhumane and could cause unintended consequences.⁷³ Even if this does help salmon, I believe that we should focus on other solutions to recover salmon populations.

Chinook Fishing Restrictions

Depending on the population size, the J, K, and L pods must catch approximately 300,000 Chinook salmon a year. Since people do not need Chinook to survive, I believe we should temporarily ban commercial and recreational Chinook fishing. People can rely on other sources of protein, such as oysters and Alaska pollock, and get omega-3 fatty acids from algae.⁷⁴ If a ban is enacted, maybe we can create a job retraining program or provide equipment for fishers to catch or raise other species?

Vessel Restrictions⁷⁵

As a child, my family and I would go whale watching every summer. We saw whales and other species too, like seals and sea

birds. Despite these fun experiences, I've read studies about how boat noise and traffic has a huge impact on the Southern Residents and can make it harder for them to find food. I would like the state to expand vessel restrictions, increase enforcement, and encourage people to watch the whales from the shore. While some people are concerned that whale watching regulations will impact the local economy, I've read reports and articles that show regulations haven't hurt whale watch companies since they can sustain their businesses by watching other wildlife.

Questions

Through the perspective of the environmentalist above, answer the questions below.

1. How is your group connected to water, salmon, and/or Southern Residents?
2. How would you be affected if salmon and/or Southern Residents became extinct?
3. Which solutions would you support?
4. Which solutions would you oppose?
5. Which solutions would you be willing to compromise on for the greater good?



Northwest Treaty Tribes

What's Important to Me

- Exercising and protecting our treaty rights.⁹³
- Responsibly co-managing our shared resources.
- Protecting resources on which the tribes rely for their economic, cultural, and spiritual survival.⁹⁴

Stats

- Fishing tribes in Western Washington eat more fish and shellfish than the average person.⁹⁵
- Most tribal ceremonies, funerals, or important occasions focus around salmon and other marine food sources.⁹⁶

Summary^{76,77}

The 20 treaty Indian tribes in western Washington are leaders in efforts to protect and restore cultural and natural resources in the region. In the mid-1850s, the United States government wanted to make Washington a state. The government negotiated a series of treaties with tribes in the region. Through the treaties, the tribes “ceded” or gave up most of their land and in exchange reserved certain rights to protect their way of life. Tribes reserved rights to harvest fish, shellfish, wildlife, and other natural resources in exchange for most of the land that we currently live on today. Because all cultural and natural resources are connected, and because of their role as co-managers with the state, treaty tribes are active in every aspect of cultural and natural resources management in Western Washington.

“We need to move past this short-term thinking that destroys the environment and resources we depend upon. We must use our collective energy to innovate and build healthy economies that will feed and sustain us ... not kill us.”⁷⁸

Water Quality^{79,80,81,82,83}

Under the federal Clean Water Act, tribes and states are responsible for setting water quality standards. Better water quality standards protect everyone. We want a rule that ensures we have the cleanest water possible, not only for ourselves and our families, but for all citizens of Washington. Studies show that Puget Sound juvenile salmon acquire significantly more contaminants than salmon from other parts of the Pacific Northwest. Some of these contaminants become more concentrated as they move up the food chain. Since Southern Residents are eating contaminated salmon, they accumulate harmful chemicals in their blubber. This can lead to reproductive disorders, compromised immune systems, and cancer. It is morally and legally wrong for the state to allow large private companies to profit at the expense of the environment and the citizens of the state.

Hatchery Fish^{84,85}

Hatcheries can help support salmon populations but are no substitute for natural salmon. Hatcheries make sure we have fish to catch. Hatchery fish are part of the answer to salmon recovery, but they were never meant to replace wild fish. And we have to make sure that never happens. One of the main reasons hatcheries were built in the first place was to replace natural salmon production lost to dams, development, logging, and other factors. But hatcheries can't really make up for the habitat we've already lost—and the habitat we continue to lose every day. All hatcheries do is hide the problem for a while. Both hatchery and naturally spawning salmon depend on the same habitat for their survival. Putting more salmon into degraded habitat does not result in more fish.

Dam Removal^{86,87}

If we are serious about salmon recovery—and I can assure you that the tribes are dead serious—we have to get serious about protecting and restoring salmon habitat. It's the only way wild salmon recovery will happen. The construction of massive concrete dams has destroyed many critical fishing spots and made it nearly impossible for salmon to complete their migration. We have a choice and it's one or the other: dams or salmon.

Pinniped Removal^{88,89}

Harbor seals and California sea lions in Western Washington could be hurting salmon, orcas, and other marine species—as well as fishing communities and economies—far more than we think. Scientists estimate that seals and sea lions eat about 1.4 million pounds of threatened Puget Sound Chinook each year. That is six times more salmon than Indian and non-Indian fisheries combined! Historically, tribal fishers never used to see seals and sea lions traveling up Western Washington rivers. The overpopulation of seals and sea lions is slowing salmon recovery. Our region has spent billions of dollars and countless hours to recover salmon. Booming seal and sea lion predation puts those investments and salmon at risk, and denies Southern Residents the food they desperately need.

Chinook Fishing Restrictions^{90,91}

Tribal fisheries managers have steadily reduced tribal Chinook salmon harvests in response to declining wild salmon populations. Even the most severe fisheries management actions—such as allowing no fisheries—have failed to restore wild salmon runs. That's because habitat degradation and loss is occurring faster than we can reduce or eliminate fisheries. Even if we were to end all fishing everywhere today, some runs would still become extinct simply because their habitat has been destroyed or degraded to the point that it can no longer



Northwest Treaty Tribes - Pg 3

Questions

Through the perspective of the Northwest Treaty Tribes above, answer the questions below.

1. How is your group connected to water, salmon, and/or Southern Residents?
2. How would you be affected if salmon and/or Southern Residents became extinct?
3. Which solutions would you support?
4. Which solutions would you oppose?
5. Which solutions would you be willing to compromise on for the greater good?

sustain them. Fishing defines the tribes as a people. It was the one thing above all else that the tribes wished to retain during treaty negotiations with the federal government 150 years ago. Nothing was more vital to the tribal way of life then, and nothing is more important now. Tribal fishers are not responsible for the salmon's decline, yet are continually expected to bear a disproportionate share of the salmon conservation burden. The treaty Indian tribes are not interested in any goal other than rebuilding threatened wild salmon runs—and the ecosystems on which they depend—to historic levels that can again sustain harvest. Anything less should be unacceptable to everyone.

And don't stop eating or serving Chinook if you want to help Southern Residents. It might make you feel better for a while, but it accomplishes little. It makes recovering Chinook even harder, by devastating the livelihoods of fishers and their families who care most about salmon recovery. Indian and non-Indian fishers are the greatest advocates for salmon recovery and the most accountable for their conservation. Contributing to the economic extinction of fishing will only accelerate the salmon's decline.

Vessel Restrictions⁹²

To save the Southern Residents, we need to reduce the effects of vessel traffic. Vessel noise that interferes with the Southern Residents' ability to hunt and communicate. There is also the danger of ship strikes and stress caused by boater harassment. The whale watching industry is important for the local economy. It contributes \$60 million each year to the regional economy and supports hundreds of jobs. Unfortunately, the stress caused by being chased by whale watching boats can contribute directly to a Southern Residents' death over time. That's considered a "direct take" by ESA standards, and it's against federal law.

Taxpayer

What's Important to Me

- Affording my family's basic needs
- Good schools
- Safe parks and neighborhoods
- Reasonable taxes

Stats

- **\$2.2 million**
WA state and local tax revenue could be lost each year if the Southern Residents go extinct.¹⁰⁰
- **\$1.1 billion**
2-year budget proposed to support the recovery of Southern Residents.¹⁰¹

Summary

I live in a city with a high cost of living. After taxes, nearly all of my paycheck goes to pay for my housing, food, and transportation. While I want a healthy environment for my children and future grandchildren, I do not want to pay more taxes to clean up other people's pollution. Our government needs to hold companies and individuals accountable for their actions. Taxpayers should not be stuck with unfair costs.

"Polluters should be responsible for cleaning their own messes. I don't want my taxes to increase because of others' mistakes."

Water Quality

After very heavy rains, I have noticed floods or large pools of water in my neighborhood. These pools and puddles often have gasoline or other pollutants floating on the top. My city has proposed installing a new type of drainage to stop the flooding and filter the pollutants before they get swept into the ocean. I think they were called bioswales. While I would love to reduce flooding and pollutants, I'm concerned about increasing my taxes. I'm also wondering if this money would be better spent elsewhere. I'm really torn on whether or not to support this measure.

Hatchery Fish

I love the idea of being able to give the Southern Residents more salmon relatively quickly and easily. However, I have concerns about the costs. Last year, I remember reading an article about how much it costs to produce just one hatchery salmon—nearly \$5,000!⁹⁷ I think we need to find a more cost effective way to increase salmon populations.

Dam Removal

On the weekends, my friends and I take trips near the local dam to swim and kayak—it's my favorite way to unwind after a long week at work. It costs a lot of money, like millions of dollars, to remove a dam and restore a river.⁹⁸

Since a lot of our local electricity is generated from hydropower, I'm worried my electricity bill would increase too. I would like to see the dams stay where they are.

Pinniped Removal

I really love seals and sea lions, and always look forward to seeing them at the beach. However, I can understand why fishers might want to kill those that regularly steal fish and damage their fishing gear. I also understand why some people want to kill seals and sea lions to leave more salmon for the Southern Residents. I do not know if I can justify killing one species to save another.

Chinook Fishing Restrictions

From what I've read in the news, it really seems like Southern Residents immediately need more Chinook salmon. However, I feel for the fishers who are just trying to make a living. For some fishers, this is the only job they know. Fishing might also be an important part of their family history. I'm not sure how to feel about this.

Vessel Restrictions

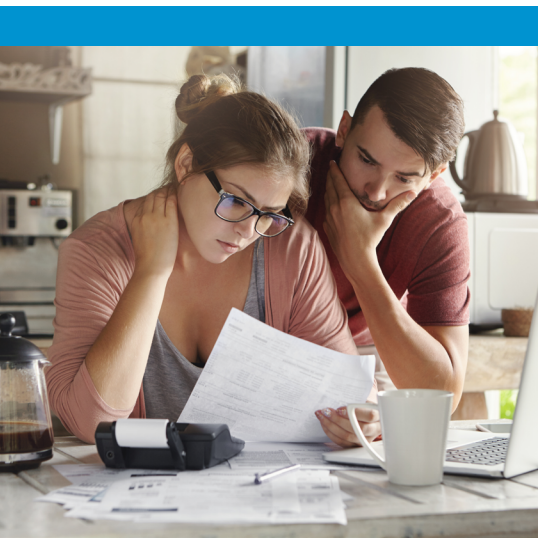
It makes me so angry when I see boats harassing whales! The last time I was at the beach, I saw dozens of boats and jet skis surrounding a pod of whales.⁹⁹ If I was

a whale, I certainly wouldn't want boats chasing me or my family. How are the whales supposed to eat and rest while they are constantly being disrupted by boaters? I would be in favor of stricter laws and big fines for those who break the law.

Questions

Through the perspective of the taxpayer above, answer the questions below.

1. How is your group connected to water, salmon, and/or Southern Residents?
2. How would you be affected if salmon and/or Southern Residents became extinct?
3. Which solutions would you support?
4. Which solutions would you oppose?
5. Which solutions would you be willing to compromise on for the greater good?



Whale Watching Industry

What's Important to Me

- Making a living through whale watching
- Educating the public about the natural history and importance of marine mammals
- Ensuring healthy marine mammal populations so our whale watching business can thrive
- Common sense vessel regulations

Stats

- **\$2.2 million**
WA state and local tax revenue could be lost each year if the Southern Residents go extinct.¹¹⁰
- **\$1.1 billion**
2-year budget proposed to support the recovery of Southern Residents.¹¹¹

Summary¹⁰²

We are a group of responsible whale watching businesses. We promote responsible wildlife viewing and educate the public about issues affecting marine life. Each year, hundreds of thousands of visitors come to watch the Southern Residents and other marine mammals. Each business respects and admires our local watershed and wildlife. Many of the boat captains are naturalists, marine scientists, or educators. We are committed to conservation so that future generations can enjoy marine mammals as much as we do.

“Our education efforts help inspire people to protect the Southern Residents. We also serve as a model for responsible boating around wildlife.”

Water Quality

Our state needs to invest more money in reducing water pollution. When we improve water quality, everyone benefits—people, salmon, marine mammals—the whole ecosystem. There are many ways we can work toward cleaner waterways, such as encouraging public

transportation, upgrading old combined sewer overflow systems, installing rain gardens, and promoting permeable pavement. These upgrades are not cheap, but they provide many benefits.

Hatchery Fish

It is clear that the Southern Residents are starving. We understand that Southern Residents immediately need more Chinook to eat. However, we have also heard that hatchery salmon can outcompete wild salmon for food and habitat. Weighing the short-term benefits of hatchery salmon with the potentially long-term consequences to wild salmon is very difficult.

Dam Removal^{103,104}

We need to get more salmon in the mouths of the Southern Residents as soon as possible. Dams are not the only problem, but they are a big piece of it. Removing problematic and outdated dams would be a huge step in the right direction. A few years after the dams have been removed, the whales will have access to significantly more salmon.

Pinniped Removal¹⁰⁵

We all see the challenges which the Southern Residents are facing. One of the main issues they face is food scarcity. It's easy to understand why people blame seals and sea lions for gobbling up salmon at the mouths of some dams. People often want to blame what they can easily see. While some seals and sea lions might be eating a lot of salmon, we believe they have every right to the fish. As naturalists and whale watching operators, we cannot support the killing of any marine mammals.

Chinook Fishing Restrictions¹⁰⁶

We do not want to see anyone's livelihoods impacted to protect the Southern Residents. But since their favorite prey, Chinook salmon, are so scarce, we need to focus most of our efforts on salmon recovery. Until salmon runs are restored, we will continue to see the Southern Residents decline. Perhaps we can pay fishers to not fish Chinook for a few years? Or maybe we can give them the tools and training they need to fish other species? Or perhaps we can increase the number of hatchery fish? We don't have all the answers, but we do know we need to focus our efforts on recovering salmon.

Vessel Restrictions^{107,108,109}

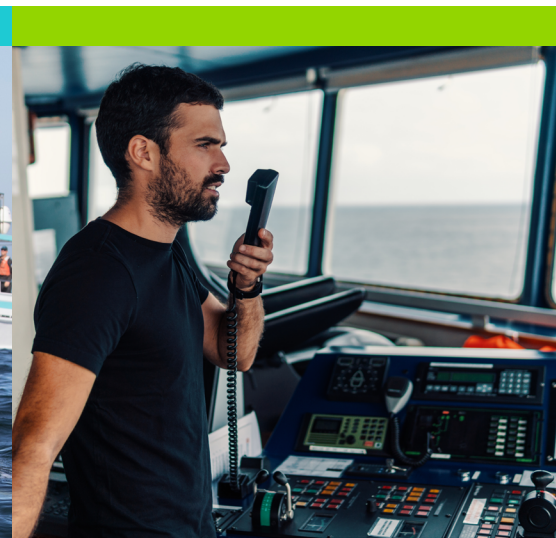
We fully support keeping recreational and shipping vehicles away from the Southern

Residents. But, we do not believe our whale watching boats are causing any harm. The speed of a boat is a big indicator of how much noise it will make. Our tour operators slow down when they are near the Southern Residents. We also shut off our engines as much as possible and limit our time watching the whales, especially when they are looking for food. We are always looking for new ways to minimize our impact on wildlife and to model responsible boating for others on the water. Additional boating restrictions could harm, or even shut down, some of our businesses. We are already doing everything we can to minimize our impact on the Southern Residents. We firmly believe that whale watching is not killing orcas—a lack of salmon is.

Questions

Through the perspective of the whale watching coalition, answer the questions below.

1. How is your group connected to water, salmon, and/or Southern Residents?
2. How would you be affected if salmon and/or Southern Residents became extinct?
3. Which solutions would you support?
4. Which solutions would you oppose?
5. Which solutions would you be willing to compromise on for the greater good?



Group Members: _____

Task Force Scenario

Scenario

In 2018, Washington Governor Jay Inslee announced the creation of the Southern Resident Orca Task Force. This team of experts represents members of the Legislature, the Government of Canada, tribal, federal, local and other state governments, and the private and non-profit sectors. The Task Force has been charged with developing longer-term recommendations for Southern Resident recovery.

This team of 45 experts have widely diverging interests—ranging from tour boat operators to fishers and environmental organizations to hydropower operators. They will need to deliver actions that are politically feasible and create real change. The task force members will need to come to consensus on dozens of possible actions meant to target the three main problems whales face: limited prey, vessel traffic and noise, and contamination.

As a class, we will be participating in a mock Task Force to find solutions for the Southern Residents while balancing the cultural and economic needs of local communities.

Part I: Group Summary

1. Describe the values and needs of your group.

2. How is your group connected to the Southern Residents?

3. What concerns does your group have?

4. What solutions would your group like to implement?

5. How could your group be affected by new policies or regulations designed to protect the Southern Residents?

Part II: Task Force Members

Directions: While other groups are summarizing their values and needs, make notes below:

Association of Farmers	Commercial Fishers
Environmentalists	Northwest Treaty Tribes
Taxpayers	Whale Watching Industry

Group Members: _____

Priorities

Part I

Directions: As a group, assign a priority to each of the measures. For example, Priority 1 would be the group's highest, or most important, priority. Priority 6 would be the group's lowest, or least important, priority. Keep your group's values and needs in mind as you are prioritizing these measures.

Measure	Priority	Cost
Measure 1: Increase Water Quality Standards Increasing water quality standards would create cleaner waterways. This proposal would also fund solutions, like bioswales and rain gardens, to clean up runoff. This can help more salmon survive. It can also reduce the amount of contaminants that accumulate in the Southern Residents.		
Measure 2: Increase Hatchery Production Increase the amount of Chinook salmon being produced in hatcheries. This is the quickest way to get more salmon in the mouths of the Southern Residents.		
Measure 3: Remove Problematic Dams Some dams pose a substantial obstacle to salmon recovery. Removal of problematic dams and barriers are important for recovering salmon.		
Measure 4: Remove Problematic Pinnipeds Populations of some pinnipeds (e.g. seals and sea lions) have greatly increased over the last few decades. Some pinnipeds gather at the mouths of dams and eat lots of Chinook salmon. This proposal would make it easier for officials to kill problematic pinnipeds.		
Measure 5: Chinook Fishing Restrictions Since the Southern Residents desperately need more Chinook, this proposal would seek a temporary ban on commercial and recreational Chinook fishing. This ban would not apply to subsistence fishing (catching fish to feed one's family or community).		
Measure 6: Vessel Restrictions Boat traffic and noise interferes with the Southern Resident's ability to hunt for salmon and rest. This proposal would require boats to stay at least 400 yards away from the Southern Residents. It would also place a temporary ban on commercial whale watching tours.		

Part II

Directions: Keep your group's values and needs in mind as you answer the questions below.

1. The Task Force has been given a budget of \$1.1 billion (\$1,100,000,000). Does the budget seem low or high? Explain your reasoning.

2. If you think the budget is too low, where might additional funds come from? If you think the budget is too high, how should the excess funds be spent?

3. Given the budget of \$1.1 billion (\$1,100,000,000), which measures would your group prioritize? Explain your reasoning.

4. How do these measures benefit our:

Society

Economy

Environment
