

## The global proliferation of high-containment biological laboratories: understanding the phenomenon and its implications

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### Summary

Disease-causing pathogens have been with humanity for as long as the species has existed, but the world has changed. The human population is increasing and becoming more globalised. Meanwhile, the international system remains unstable and biotechnology is advancing at a breakneck speed. Humans are coming into contact with new and re-emerging pathogens as they spread into previously uninhabited environments. Pathogens play an increasingly global role, and infectious disease is becoming less confined by geographical or climatic boundaries.

In order to meet these new challenges, both states and the private sector have been building an increasing number of high containment biological laboratories (HCBLs) that work with biosafety level (BSL) 3 and 4 pathogens. This rate has increased sharply since 9/11, and most states that have the means to build such laboratories do so. Pathogens do not stop at borders, and the more prepared a state is to deal with them, the better for its national security. Although there is information available on the world's BSL-4 laboratories, none of it includes the proliferation of BSL-3 laboratories.

This paper attempts to create a working database of the state of global HCBL proliferation. It seeks to analyse the data and to understand how

we are dealing with this phenomenon, the risks involved, and the possible measures to be taken. The information is inevitably complex and certainly far from complete, but it is the author's hope that it will provide a sufficient basis from which to make useful, actionable inferences.

### **Keywords**

Biosecurity – Bioterrorism – Epidemic – International security – Laboratory – Pathogen – Proliferation – Public health.

### **Introduction**

Disease-causing pathogens have been with humanity for as long as the species has existed. We live in an age where the world's population is growing exponentially and humans are in constant contact with each other, with animals, and with the environment. The possibility of an epidemic travelling around the world at an unprecedented rate is becoming increasingly likely.

This interconnectivity, coupled with rapid advances in biotechnology and the emergence of violent extremist groups, makes for an increased biological threat to humanity. Some violent extremist groups have expressed direct interest in acquiring biological weapons, or have already tried to implement programmes for their development (see the section 'Bioterrorism: the threat posed by non-state actors'). High-containment biological laboratories (HCBLs) have become an indispensable part of many national security programmes because they can help counter the three types of biological insecurity: natural epidemics, intentional misuse, and accidental dissemination. The term refers to biosafety level (BSL) 3 and 4 laboratories, which are specifically designed to prevent pathogenic or infectious organisms from coming into contact with the environment, and to protect the people working with them. Most developed nations have such facilities, though their very existence raises important security issues. There is insufficient international oversight of the research conducted, and little research on the threat that these facilities and their contents pose. Both governments and industry hold stakes in researching high containment agents. Most states operate within a complex matrix of external and

internal pressures, including the information that governments receive, how they use it, and their people's interests and fears.

Since 9/11, there has been a marked proliferation of these laboratories worldwide (see Appendix). This proliferation increases the ability to understand and treat disease, and helps protect humans against pathogens. Paradoxically, this phenomenon also increases insecurity. The possibility of accidents, thefts or diversions, or malicious use of pathogens multiplies with every additional laboratory built. The more labs we build to protect ourselves, the more ostensibly unstable the situation becomes. While it is difficult to analyse precisely the increased risk of this proliferation in the context of the benefits to society, it is important to raise these questions before building new laboratories or when deciding where to allocate increased security measures. An increase in the number of HCBLs without improving standards for safety and oversight leads to an increased risk both for accidents in facilities and for potential pathogen diversion or recruitment of laboratory personnel by non-state actors (NSAs). An overview of HCBLs globally is useful both for analysis of the current situation and as a starting point for further research.

Currently, most states that can build laboratories do so. This has resulted in something akin to a free-for-all of construction without any systematic oversight – there is no comprehensive list of how many HCBLs exist globally. Although some of these issues are beginning to be explored, analysis is generally lacking both in scope and in depth, largely due to a lack of organised data. Information remains incomplete about the rate and extent of HCBL proliferation, the location of facilities, and their functions. This makes it difficult for measures to be taken on national or international levels, and for governments to focus on the most important issues such as national oversight, international standards for HCBL construction and maintenance, and screening and training of personnel. Addressing these issues would go a long way towards preventing both accidents and possible diversions of pathogens.

The recent global increase in the number of HCBLs has been driven by a 'perfect storm' of factors: a global increase in violent extremism, fear of biological weapon (BW) use by NSAs, the emergence of new

diseases, and the re-emergence of previously known diseases in new geographical areas. The global human population has more than doubled since 1960 (1), and increased population density and mobility have led to the ‘globalisation of diseases’ (2), enabling epidemics to spread much farther and faster than they could before (3, 4). Diseases such as cholera, tuberculosis, diphtheria, plague, yellow fever and dengue are reappearing (5). By having contact with previously uninhabited environments, humans can be exposed to zoonotic diseases with which they had no prior contact (6).

The HCBLs provide the safest possible environment to identify and research these pathogens. They are instrumental in preventing and responding to natural outbreaks, and offer the hope of better response to the threat of bioterrorism (7). However, their proliferation is a paradox: the more labs we build to protect ourselves, the more precarious the environment becomes. Although research on pathogens saves lives, something as small as a faulty air vent could create a global health crisis. Though they play a critical role in the study of emerging diseases and in biodefence efforts, HCBLs remain vulnerable to accidents, and could conceivably increase the risk of terrorist BW use by acting as a possible source of pathogens or knowledge. This paper seeks to synthesise a body of data on HCBL proliferation, analyse its implications, and offer policy recommendations.

## **Data collection for the paper**

The main body of research consists of an Appendix that lists 86 states that possess or are currently building HCBLs, the number of laboratories known in these states, whether they had bioweapons programmes, and other relevant information where available (8). Where there is a gap in reliable data, the Appendix is marked with ‘N/A’ (not available).

An effort was made to gather as much information about the laboratories as possible in order to be able to accurately identify and assess patterns of proliferation. This information can help policymakers make informed decisions to reduce vulnerabilities.

It is worth noting that many of the world's HCBLs belong to private or academic institutions, many of which are not subject to governmental oversight. The information available varies significantly from state to state: often, facility location, activities and ownership are unknown, even to the government of the state in which the laboratory is located.

The author cannot claim that the Appendix is complete; in fact, it is guaranteed not to be, owing to the vast differences in reporting and the growing number of HCBLs (9). Although many countries seem to be quite forthcoming about their activities, one cannot assume that this is universally the case.

### **High-containment biological laboratories**

The genesis of HCBLs is rooted in United States military research during World War II (WWII). Before biocontainment evolved, there was no reliable way to protect a researcher working with biological agents. Therefore, HCBLs became a necessary structure in which to research the most dangerous pathogens. They eventually came into use in hospitals, private industry and universities. They also remained in use for BW programmes. In most countries, laboratories are assigned a BSL between 1 and 4. The higher the number, the better the laboratory is equipped to work with the most virulent and infectious organisms. As used here, the term HCBL includes BSL-3 and BSL-4 laboratories only. The BSL-3 laboratories are designed to house organisms (usually viruses or bacteria) that infect humans through inhalation (aerosol) and can be lethal (10, 11). The BSL-4 laboratories house agents that transmit disease either by aerosol or in an unknown way, which are often fatal to humans, and for which there are generally no known treatments or vaccines (11). The laboratories themselves are subject to complex safety measures (10) and certifications (12), and are very expensive to build and maintain (12, 13).

### **Biosafety, biosecurity and biodefence**

It is important to distinguish among biosafety, biosecurity and biodefence. Biosafety mainly concerns the safety of people working in a laboratory, and how well its containment functions (14). It includes equipment, the construction of the laboratory itself, as well as the

practices used by workers (15). Biosecurity is the protection of facilities or laboratories against theft or diversion of agents that could be used for bioterrorism or to proliferate BW (15).

Biodefence is the science, technology and policy of how to protect against both natural epidemics and those due to bioterrorism. However, individual states' definitions of biosecurity vary significantly: while some countries consider certain activities to be biodefence, others do not, and thus do not report them as such. Biodefence programmes range from mostly civilian to mostly military. Japan and Switzerland, for instance, have 'mostly civilian' biodefence activities; those of the United States of America (USA), Germany, India and South Africa are 'to a greater extent civilian'; and those of the United Kingdom (UK) are to 'a greater extent military' (8). In the Appendix, any activities or programmes considered by the state to be biodefence are labelled as such, but the difference in scope among the programmes can be significant, and this should be taken into consideration.

### **High-containment biological laboratories and biological weapons**

While a state bioweapons programme needs an HCBL, there are instances of crude low-tech BW use by NSAs that did not necessarily use BSL-3 or -4 pathogens and were prepared without an HCBL. The HCBLs are developed for a number of legitimate reasons including studying endemic disease and potential epidemics, defence against bioterrorism, studying animal and plant pathogens, producing vaccines and working with genetically modified organisms (GMOs). The laboratories can exist in national centres, academic and private institutions, and hospitals.

Biological weapon production has three components: agent production, weaponisation, and storage. Of these, only weaponisation presupposes specialised technology and processes that are rarely used for legitimate purposes (16, 17). All other processes and equipment necessary in BW production are dual-use (18). Pathogens can be found in nature, and can be grown in petri dishes, in fermentation vats (bacteria) or in hosts (viruses). Toxins can also be produced artificially, by adding the DNA coding for the toxin to bacteria that produce it when they multiply (19).

Technology now allows the synthesis of viruses based on their genome, and genetic engineering can increase the pathogenicity of a bacterium or shorten the incubation period of a disease (19). Synthetic biology, where DNA is created from scratch, is also advancing rapidly. Purifying and storing pathogens is as useful for BW stockpiles as it is for vaccines. As far as the laboratories are concerned, the deciding factor between a state BW programme and legitimate research is the intent behind it.

Because HCBLs are necessary for a state weapons programme, it is expected that states with former weapons programmes will have them. This does not mean, however, that these labs are currently used for BW/defence research. It is true that if the targets are plants or animals (which could cause a great deal of disruption and economic loss) then not all state BW programmes would need HCBLs as many of those pathogens are not considered dangerous enough to humans to necessitate an HCBL. The states that had such programmes (the USA, UK, Germany, Russia, Canada, China, South Africa and France) contain the bulk of the world's HCBLs: together they have at least 2,595 such laboratories of the more than 3,204 worldwide. However, there are states without former weapons programmes that have a relatively large number of HCBLs: Sweden is an example.

Technically, a government biodefence HCBL could rather quickly be converted into an offensive BW programme. States with advanced biodefence programmes could be considered to have a latent BW capability, regardless of their intentions. The technology needed to disperse or weaponise such agents is often not very advanced and is used in other industries for perfectly normal applications.

Since the Biological Weapons Convention (BWC) was opened for signing in 1972, the overwhelming number of signatories made it clear that most countries were against the use of BW as a legitimate tool of war (20). By the time it went into effect, Canada, France, Germany, the UK and the USA had already unilaterally dismantled their offensive BW programmes. In the 1990s Russia and South Africa followed suit (21, 22). The author cannot rule out the existence of some offensive programmes (see Appendix), but the shared ethical norm that prevents state BW use may influence why governments are more concerned about BW use by NSAs than by states.

## **An analysis of the current situation**

Although some information concerning dates of construction is incomplete, one can see a distinct pattern of global proliferation of HCBLs. States are often quite open about their laboratories. The notable exception is Israel, which does not confirm possession of HCBLs, although it regularly publishes defensive BW research (23). The Appendix shows that these laboratories are proliferating both horizontally and vertically: more states are building them, and the states that have them are building more of them. Of the 86 states analysed, close to 40 have explicitly described recent HCBL construction. Anecdotal evidence of new construction exists for numerous additional states, as does the expansion of existing programmes (see Appendix). For the remaining states that did not mention the dates of construction, the sources were recent, implying that the HCBLs were recent too. For example, in the USA, the number of HCBLs registered with the Centers for Disease Control and Prevention (CDC) tripled between 2004 and 2008 (this number does not include the laboratories working with pathogens that are dangerous but do not require registration, such as tuberculosis and severe acute respiratory syndrome [SARS]) (24). No states deliberately declare that they do not want any more laboratories, although Ireland maintains that no BSL-4 laboratories are planned, and Japan does not allow its BSL-4 facilities to operate at that level because of public opposition.

### **Issues with oversight: case study of the United States of America**

The initial aim in compiling a table showing the proliferation of HCBLs was to list the numbers of BSL-3 and BSL-4 facilities in each country, permitting an exact analysis of the scope of HCBLs globally. Although this information is available for some states, exact numbers are unavailable for others, often due to a lack of national oversight. The most glaring example is the USA, which has well over 1,600 labs – by far the world’s highest number of HCBLs (see Appendix). In 2007, the US Government Accountability Office (GAO) admitted to ‘a major proliferation of high-containment BSL-3 and BSL-4 laboratories’ (25). According to the GAO investigation, no agency of the 12 interviewed tracks the number of HCBLs in the USA, and ‘consequently no agency



is responsible for determining the risks associated with the proliferation of these laboratories' (25).

Although the facilities that are federally funded or work with select agents (as listed in the CDC and US Department of Agriculture's Select Agents Program) are documented, many laboratories fall outside this group (26). According to the GAO report, while the USA had only 5 BSL-4 laboratories before 9/11, by 2007 they had 15, including at least 1 still being planned (25). According to the Federation of American Scientists (FAS), documentation exists for only 12 of them, 2 of which have an unconfirmed status, and 3 of which are under construction (27). Gronvall *et al.*'s 2007 list of BSL-4 laboratories stated that there were 11, including 4 that were due to be completed in 2008 (28). A 2008 GAO report to the Congressional Committee is titled 'Perimeter Security Assessment of the Nation's Five BSL-4 Laboratories'. It is not made clear why in this later GAO report only five laboratories are mentioned. On page 1 of the report, reference is made to the 2007 GAO report, but the number of BSL-4 laboratories in the 2008 report is one-third of the number given in 2007 (26). Despite the fact that all these BSL-4 facilities are known to the government through the Select Agents Program, there are major discrepancies in the reporting.

According to the latest (2015) GAO report (29) the situation has yet to be remedied. There is still no federal agency with comprehensive oversight of HCBLs, and the CDC's new Laboratory Science and Safety Office had, as of 2015, not yet fully implemented the GAO's earlier recommendations.

The official estimates for the numbers of BSL-3 laboratories vary even more, with discrepancies of up to 100% in 2005 (28). It is important to note the USA is not alone in its lack of oversight, it just has the largest number of HCBLs and easily available information regarding them.

### **High-containment biological laboratories and levels of economic development**

To explore the connection between economics and HCBLs, the states in the Appendix were compared to those in the Financial Times Stock Exchange (FTSE) Global Equity Index Series. All of the 24 'developed

nations', 11 'advanced emerging nations', and 12 'secondary emerging nations' have HCBLs (Hong Kong is listed separately from China by the FTSE, but not in the Appendix to this paper) (30). Although correlation does not prove causation, it seems that most states with the financial means to build these laboratories do so. The HCBLs can also generate substantial income: for some states, biotechnology has been a boon to their economies (31, 32, 33, 34). The number of HCBLs owned by private institutions further illustrates their lucrativeness.

## **Threat**

Threat is defined here as danger to the well-being of people or to the integrity of a state. In its most basic interpretation, threat concerns the release of a dangerous HCBL agent into an environment outside the laboratory. There are three ways in which this can occur: accidents, theft/diversions, and events that compromise the structural integrity of the HCBL (both natural disasters and intentional attacks) (35). The HCBL proliferation in and of itself also constitutes a threat: increased lab numbers mean more vulnerabilities.

## **Biological weapons: the threat posed by states**

There are historical accounts of states using biological agents since ancient times (36, 37), but these were hardly what we would consider a BW today (36). In WWI, covert German operations in Romania infected livestock that were intended for export to Russia with anthrax and glanders (38). After WWI, the Geneva Protocol attempted to prohibit poisonous gases and biological warfare, and all the great powers except for the USA and Japan signed it (39). Japan conducted numerous operations in China, spraying agents causing cholera, salmonella, anthrax and plague from aircraft. These activities had various degrees of success (including infecting the Japanese troops themselves), but about 10,000 cholera cases in China were attributed to their activities (36). Besides these Japanese 'field trials', there is no other proven incident of a state using BW against another state (40, 41).

Although the stated reasons for building HCBLs are not necessarily the only reasons for building them, it is worth mentioning that no state has explicitly justified their biodefence programmes as a precaution against

the threat of state-deployed BW. The use of BW is considered illegitimate by most states (20), although some state-sponsored BW programmes allegedly could still exist.

There are a number of good reasons for a state to avoid using BW against another state. Because bioweapons are almost universally perceived as illegitimate, and compliance with the BWC has been very high, retaliation against a state using BW might be stronger than if it used conventional weapons. Furthermore, BW use could endanger a state's own army through either direct contamination or contagion. Considering these drawbacks, state access to conventional weaponry, and historical precedent, it is unlikely that states will use BW against each other.

### **Bioterrorism: the threat posed by non-state actors**

At least 32 of the 78 states analysed possess some sort of biodefence programme. There are some states for which information is unavailable, but they are likely to have a biodefence programme if they have been accused of offensive research (see Appendix). Finland, Japan, South Korea, Switzerland, the Philippines, the United Kingdom and the United States have all explicitly mentioned bioterrorism as reasons for their biodefence programmes (42). There are isolated cases in which individuals and NSAs have attempted to deploy biological agents (43), and only two in which they have been weaponised (put into a form or delivery vehicle for use as a BW) and deployed – both with little success. The Rajneeshee cult infected salad bars with salmonella in 1984, and Aum Shinrikyo attempted to cause an inhalational anthrax epidemic in 1993, but neither event resulted in any casualties (43). The 1993 event in particular raised states' awareness of the threat of terrorist use of weapons of mass destruction (WMD) (44), but these events happened too early and were of too little human significance (in that there were no casualties) to explain the extent of states' preoccupation with bioterrorism.

This focus can be traced to two particular incidents in 2001. The first is 9/11, and the second is the anthrax letter attacks. Although 9/11 was an act of conventional terrorism, it demonstrated that even a nation like the USA was vulnerable to attack on its own soil. This significantly

increased awareness of all types of terrorism, including bioterrorism (45). Islamic terrorist groups have openly declared their intention to pursue BW capability (46, 47) and have developed rudimentary programmes (48). Although these efforts have been ‘largely unsuccessful’, they have been taken very seriously (49).

The anthrax attacks in 2001 were of limited scope, and there were only five casualties (50). Scientist Bruce Ivins was the primary suspect of the Federal Bureau of Investigation (FBI), based on circumstantial evidence, and the case was closed after he committed suicide. The inability to definitively resolve the question of who had sent the letters was alarming for two reasons. First, efforts were unsuccessful despite the significant resources expended. Second, the fact that the bacterial strain was domestic meant the government had ready access to facilities and staff, which would not have been the case had the strain been foreign in origin. The failure to resolve this case was a global wake-up call to the inadequacy of current biodefence resources (42, 49, 51, 52).

In 1988, terrorism expert Brian Jenkins speculated that terrorists ‘want a lot of people watching, not a lot of people dead’, and that terrorist groups avoid causing too much public revulsion for fear of alienating their constituents and inviting government retaliation (53). Although this may often still hold true, terrorism has evolved. In 2002, Islamic terrorist group spokesman Sulayman Abu Ghayth al-Libi claimed that his group’s *fatwa* is to kill four million Americans, and that it justified the use of WMD (47). If terrorist ambitions have indeed shifted towards wanting a large number of people dead, then we need to re-examine our understanding of terrorist behaviour. Unlike a state, these groups do not have large conventional armies at their disposal, so pursuing WMD (including BW) could become a logical option. Currently, it is still easier and cheaper for terrorists to use conventional weapons, and they seem to be putting most of their resources into those. However, the psychological effect and mass panic that would ensue if a population were subjected to biological attack may be a motivator to pursue BW. In any case, bioterrorism has become a global concern; the US State Department considers potential terrorist WMD use to be one of the “‘gravest threats” to the security of the United States and its allies’ (54).

The HCBLs play a dual role in bioterrorism: they can function both as its source and as the primary line of defence against it. For terrorists to be successful in developing BW, they need access to at least a rudimentary version of an HCBL (or at the very least a BSL-2 lab), either for studying pathogens, or for producing the desired quantity. All known pathogens except for smallpox and the 1918 influenza pandemic virus are present in the environment. Attempts to make BW, presumably without the correct facilities, have not worked well in the past: in 2009, a 40-member terror cell working on BW was killed by bubonic plague (48). In the future, it is logical that the terrorist organisation would recruit trained scientists and use facilities already in place rather than trying to develop their own.

In order to have a pathogen viable for weaponisation, a terrorist group must either try to isolate a pathogen from nature or divert one that is already identified, purified and growing in a lab. When isolating from nature there may be fewer agents available, and the process may require additional technical resources or experience in order to isolate, culture and purify the desired pathogen. Furthermore, not all strains of a certain pathogen are equally virulent, as was seen when Aum Shinrikyo used the wrong strain of anthrax and consequently failed to achieve their objective (55). Since diversion is typically easier than isolation, biosecurity and personnel reliability programmes in laboratories are essential to protect pathogens. The HCBLs also play a crucial role in combating bioterrorism, since much of the world's biodefence focuses on pathogen identification, treatment development and vaccine production. A US Government assessment concluded that most accidents are due to human error. It found that people working in these laboratories can pose a risk, and that it is difficult to control inventories of biological agents with the technology available (56). Making it more difficult for employees to divert pathogens and making sure that the personnel working in the labs are highly trained and reliable are paramount to maintaining security.

### **Threats posed by accidents and natural disasters**

Accidents and disasters happen, even among reputable scientists working in state-of-the-art laboratories (57). The fact that many labs have been built in areas of high population density further raises the

stakes in case of a mishap (58). It is believed that a large percentage of accidents in HCBLs go unreported, especially if there are no serious consequences (56, 59).

## Examples

In 2006, at a Texas A&M BSL-3 laboratory, a worker became infected with *Brucella* after working on aerosolising the bacterium. She had neither the training nor the authorisation to work with that particular pathogen, and was diagnosed more than two months after exposure. The laboratory did not have the authorisation to aerosolise brucellosis and did not report the incident to the CDC. It was later also discovered that some vials of *Brucella* as well as some diseased laboratory animals had gone missing from the same lab (25). More recently, there were US government incidents involving the mishandling of anthrax in both 2014 (60) and 2015 (61). In 2014, the USA also discovered over 300 previously unknown vials of agents that had been kept undocumented in their storage facilities for decades; some of these included smallpox (62).

On a nationwide scale, the lack of oversight and reporting is even more evident: under the Federal Select Agent Program, US labs are required to report any accidents or accidental releases of specific agents. This programme oversees approximately 300 laboratories in the USA. It is unclear who oversees the rest (63), but oversight is probably privatised. Between 2006 and 2013, federal regulators were notified of approximately 1,500 incidents involving select agents, 800 of which required some medical evaluation or treatment (63). Incidents like these are surely not isolated and are probably underreported globally, especially in countries that do not have as clear a protocol on laboratory regulations and accident reporting as the USA does.

Sometimes the threat of accidental release lies in the physical structure of the laboratory. Depending on the regulations and financial means of a country, the building's structure may be more or less secure. Even if built to international standards, operational and annual maintenance must be done. Air filters need to be changed, and equipment becomes less reliable with age: seals can crack, and mechanical systems can fail.

A UK outbreak of foot and mouth disease in 2007 originated from contaminated wastewater, which had leaked from a damaged drainage system at the Pirbright HCBL (25). An investigation of the facility found evidence of a leaking drainage system, damaged pipes, displaced joints, debris build-up and damage from tree roots. It is thought that the disease spread via vehicles driving through contaminated mud and carrying the pathogen offsite (25). A previous outbreak of the disease in the UK in 2001 led to the culling of six million animals, and cost taxpayers over £3 billion and private enterprise £5 billion (64).

Laboratories in zones where natural disasters are common are particularly at risk. In June 2007 the CDC's newest BSL-4 laboratory in Atlanta suffered a thunderstorm and experienced a power outage whereby both its primary and backup energy systems failed. The power outage also shut down the negative air-pressure system (although this is not the only measure used in labs to keep a pathogen contained). Luckily, the facility had just been completed and there were no pathogens stored there at the time (25).

Accidents with mutated or genetically engineered pathogens can be even worse, as well-intentioned research is capable of producing virulent or transmissible organisms that do not exist in nature; for example, the US Government funded research on influenza that led to two papers written in 2012 on aerosol-transmissible mutations of the avian flu virus H5N1. Some argue that such research should never have been conducted, while others maintain that more must be done to correctly understand the disease (which naturally mutates on its own) (65). Since that time, a number of other papers have also been published on this topic and additional studies have been conducted.

As researchers and universities compete for recognition and funding, it is difficult to draw the line between what should and what should not be studied and published. Numerous governments have developed guidelines concerning the regulation of dual-use research, in an effort to balance prioritising research on pandemic and emerging diseases with regulations for responsible science.

### **The threat posed by the proliferation of high containment biological laboratories**

More laboratories mean that there are more places where failure can occur or from which agents can be diverted. One must assess whether it is safer to build HCBL facilities in fewer places with more laboratories in each, or whether it is safer to disperse them.

It could be more difficult for governments to oversee and protect many separate facilities. Fewer facilities could mean better oversight; putting more laboratories in the same buildings would lower costs, possibly leaving more of the budget for additional security measures. Some states tend to do this: Canada, for instance, has over 35 individual BSL-3 laboratories at just one of their facilities. Romania and Belgium also have the majority of their BSL-3 laboratories housed together (see Appendix). On the other hand, if a natural disaster impacts a facility holding a large number of laboratories, the consequences could be worse than if the same event were to strike a smaller facility.

Another pertinent issue caused by HCBL proliferation concerns the competency of scientists working in them. Because the number of HCBLs is rising, more people are needed to staff them. In the USA, 8,335 individuals had clearance to work in HCBLs in 2004, and by 2008 that number had increased to 10,365 (59). What used to be a small group of the world's top scientists has now broadened to include people who are less educated or experienced: top scientists cannot be educated fast enough to meet the increasing demand. This is probably an even bigger issue in countries that do not have the infrastructure to train their own scientists. This may force laboratories to hire less well-qualified people, who may be more susceptible to human error than their more educated or experienced counterparts. The dramatic increase in trained HCBL scientists may also present a larger pool from which terrorists can recruit. Having access to researchers with a background of work in high containment facilities would be a boon to any terrorist BW programme.

Each person working in an HCBL is an independent variable whose actions cannot be guaranteed by even the most stringent and redundant biosecurity measures. More scientists mean that there is a greater probability that one of them could have malicious intent, or be



psychologically unstable. Background checks, psychological tests and certification may reduce these risks, but it is unclear how many countries implement these measures when hiring personnel. States may have limited control over laboratories that are not state run. Obliging them to comply with all the safety regulations is difficult in the first place; making them accountable for guaranteeing the intentions of each one of their researchers is impossible.

## **Measures taken thus far**

Globally, there are 37 national and regional members of the International Federation of Biosafety Associations, and as many have 'observer' status (66, 67). A few examples are detailed below to show the range of situations and approaches regarding threat management.

### **Institutional level**

Biosafety measures are the first line of defence against accidents and diversions. Most HCBLs have an extensive number of physical security measures in place, such as alarms, fences, cameras, etc. (68). Some have armed guards, or require that researchers are never alone in the laboratory. Institutions often voluntarily decide on extra security measures individually (59). Although biosafety measures are required for official laboratory certification, there is always the risk that some laboratories will work with pathogens that they are not certified for.

### **National level**

The levels of standardisation and national oversight of HCBLs vary greatly from state to state. Many base their biosafety and biosecurity programmes on directives and guidelines issued by international organisations. The World Health Organization (WHO), the World Organisation for Animal Health (OIE) and the Food and Agriculture Organization of the United Nations (FAO) have all published such guidelines (9). Some states have protocols and standards to vet the personnel in governmental HCBLs, but others appear not to.

There are major problems with every national system examined (9, 56, 69, 70, 71, 72). Available information on the biosafety and biosecurity measures of most states is lacking, although many have some degree of

government oversight (see Appendix). This obviously requires more resources for states with many HCBLs than for states with fewer. Biosecurity protocols may be more rudimentary in states with less experience or less funding. Many states with former BW programmes or the states working closely with them seem to have more developed guidelines concerning biosecurity, perhaps because they have a longer history of working with these agents. More research needs to be done to determine the degree of correlation and its significance. No country examined currently has adequate oversight of their HCBLs.

### **Regional and international level**

Along with the guidelines written by the aforementioned international organisations, there is a growing level of cooperation between states concerning biosafety and biosecurity. Some of these measures directly affect HCBLs, and others seem as though they should, but do not. Both broad international agreements as well as a few regional initiatives are examined briefly below.

All of the relevant international agreements concern BW, yet none addresses HCBLs specifically. The BWC has been a factor in reducing mistrust between nations and creating an international norm against state BW programmes (73, 74). There is nothing in the convention to monitor the proliferation of HCBLs or to make them safer. Article X even reaffirms its support for ‘the fullest possible exchange of equipment, materials and scientific and technological information for the use of bacteriological (biological) agents and toxins for peaceful purposes’ (75).

The Australia Group’s main objective is to control exports of certain chemicals, biological agents and equipment to ensure that they avoid both ‘direct’ and ‘inadvertent involvement’ in the spread of chemical and biological weapons (CBW) (76). The Australia Group consists of 41 states, the majority of which have HCBLs (77). Although this may make member states less likely to sell sensitive agents to states or groups that might misuse such agents, the Australia Group does not really have an impact on legitimate research being done in HCBLs.

United Nations (UN) Resolution 1540 goes a step further. Although it is concerned with preventing the spread of CBW, it focuses on the spread of agents and delivery systems to NSAs. Per the 2004 resolution, states are called to ‘establish appropriate domestic controls over related materials to prevent their illicit trafficking’ (78). Domestic controls for secure production, use and transport, physical protection measures and law enforcement against trafficking of agents are covered by the resolution (79). Licensing personnel, registration and certification of all pertinent facilities, as well as measures to ensure personnel reliability, although not expressly stated, could be considered measures that pertain to the resolution (80). It would be a major step forward if UN resolution 1540 were to be fully implemented by all states with HCBLs.

There have also been regional initiatives to increase cooperation and knowledge sharing, and to standardise practices and procedures. In Europe, the European Cooperation in Science and Technology (COST) Action B28 was enacted ‘to increase knowledge on BSL3 and BSL4 agents in order to support the development of more accurate diagnostics, vaccines and therapeutics, and to better understand the epidemiology of these highly pathogenic microorganisms’ (42). The original impetus for COST had its roots in the unpreparedness of European laboratories at the time of the 2001 anthrax letters event. After realising that most of the dangerous pathogen research was in the USA and, because most of it was classified, ‘of little use for the European Union’, the European Union (EU) decided to launch a collaborative effort to be globally competitive (42). Because the EU’s HCBLs are distributed over a number of smaller states, they maximise productivity through collaboration.

The Middle East and North African (MENA) countries have formed the coalition of Region Network High Containment Laboratories (RNCL) in order to implement biosafety and biosecurity strategies at the national and regional levels, improve the infrastructure of laboratories and emphasise staff training. Their work addresses the threats of both natural pandemics and human-made risks (81). Coalitions can identify measures for improvement but lack the power of governments to implement them.

## **Recommendations: practical and political**

Proliferation of HCBLs will undoubtedly continue, but one must ask how many of these laboratories the world needs. Recently the USA has begun thinking about reducing lab numbers. Human ambition and error are dangerous in even the most structurally sound laboratories. Terrorists will seek the easiest way to make BW, so oversight, background checks and redundant security systems are vital. Natural disasters or freak occurrences happen, and no laboratory can ever be completely prepared.

Biosecurity measures must be implemented and verified. Only laboratories that have been certified should house dangerous pathogens, and each state should have a single government agency responsible for monitoring and certifying all their HCBLs, including private laboratories. This could be done through a mandatory certification and inspection process, where the government has access to the relevant information on the type of research being conducted, although this could pose issues for companies working on proprietary research. Laboratories should be checked frequently for equipment failures, and be required to recertify periodically.

There must be clear protocols in place for emergency response procedures. All mishaps should be reported immediately to a single government agency, which should be responsible for documenting and responding to accidents, when needed. The governing state should know exactly what types of research are being carried out where, regardless of whether the laboratory is privately run or not. The intangible aspects of security must be addressed as well, including personnel background checks and psychological evaluations. In general, governments and biorisk associations have researched what needs to be done; the problem lies in the implementation of their findings. Government action often takes years, depending on the political system and the level of priority attached to HCBL safety.

Because of financial constraints, many developing states have difficulties building adequate HCBLs to study endemic diseases that affect their populations directly. It is imperative that these diseases are researched only in laboratories equipped for the dangers they pose.

Although accidents can happen anywhere, they are likely to happen less often and have less severe consequences in adequate facilities. Because states seem to be the least dangerous actors with regard to the use of BW, it would be wise to increase inter-state cooperation and knowledge sharing.

Concerning HCBL oversight, states must embrace a paradigm shift. Instead of viewing these labs solely as a question of national security, they should recognise them as a matter of global security. Increased cooperative measures may also discourage states that are still conducting questionable research, which may be done as much out of habit or political determinism as it may be done out of a perceived need for BW. The era when a significant group of states felt that they needed BW seems to be drawing to a close. Standards for biosafety and biosecurity in HCBLs must be internationally agreed upon, standardised and implemented.

Although important, this goal represents a major policy obstacle. Sharing oversight and/or ownership of research is not only expensive and difficult to implement, but it also raises issues of national sovereignty in this particular arena. In order to foster oversight, countries with possibly different values, priorities and research agendas are expected to share their information, and give up a degree of their control to an international body.

### **Asking the right question**

The BSL-4 facilities have more government and international oversight than BSL-3 facilities. However, although the latter are too numerous to oversee easily, the majority of potential BW pathogens are BSL-3 agents (82). Of all the states that have ever had BW programmes, only the former Soviet Union and the USA have done any known research on or weaponisation of BSL-4 agents (83). In all the aforementioned instances of bioterrorism and attempted bioterrorism, no individual or NSA has ever weaponised or attempted to weaponise a BSL-4 agent.

Given the extremely virulent nature of BSL-4 agents, they are difficult to work with, and thus rather self-protecting (84, 85). It would be nearly impossible to safely freeze-dry, mill and weaponise such a pathogen

without an appropriate facility. The BSL-4 agents are not necessarily more contagious than their BSL-3 counterparts; they do, however, tend to have fewer countermeasures and/or vaccines developed to protect those working with them from exposure. The danger of an agent depends not only how lethal it is, but how well it transmits from person to person. States should keep this in mind when deciding on security features for HCBLs.

For these reasons, it is important to be vigilant of BSL-3 facilities in respect to bioterrorism. The pathogens they contain can be just as deadly, and are far easier to work with. Only approximately 2% of the world's HCBLs are BSL-4, and it is crucial that governments and international organisations shift their attention to the other 98%.

## **Conclusions**

In order to accurately analyse the threats HCBL proliferation poses and minimise its risk, it is crucial to have an overview of what types of laboratories are proliferating in which states, and what types of research they are conducting.

Numerous states and interest groups are beginning to demand better oversight of their HCBL facilities, and there has been an increase in international cooperation as well as some attempt at standardisation of practices and facilities. Unfortunately, the measures that have been taken so far are not yet adequate, and the degree of oversight and control that states exert over their HCBLs varies considerably. Going forward it is important for states to implement strict national standards for safety and security, as well as working with each other to foster increased international trust, cooperation and oversight. Existing measures must be strengthened and new ones developed for both national and private laboratories. Pathogens do not recognise borders, and states must regard HCBL proliferation as the global issue it is.

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**Appendix**

<b>State</b>	<b>BSL-4 laboratories</b>	<b>BSL-3 laboratories</b>	<b>BW/BDP(85)</b>	<b>Activities/additional information</b>
Algeria	N/A	1 in 2014 (86)	Evidence of past offensive research, but not of production (83)	Virology in association with Institute Pasteur (86)
Argentina	1 (87)	1 in 1998 (88) and between 2 and 9 now (89, 90)	N/A	Human pathogens (89)
Australia	3 (82)	More than 40 (91)	BDP (92)	Epidemics, tuberculosis (93)
Austria	1 under discussion as of 2009 (94)	At least 1 (95)	BDP (42, 96)	The BSL-3 lab specialises in prion diseases (95)
Azerbaijan	N/A	1 under construction (97)	N/A	Disease surveillance, United States support (97)
Bangladesh	0	1 in 2010 (98)	N/A	Uses CDC guidelines. Endemic diseases (TB, HIV, influenza) with IP (99)
Belarus	1 (28, 100)	N/A	N/A	HIV, virus research and genetic research (101)
Belgium	0	4, with multiple BSL-3s at one facility (102)	BDP (96)	Animal and human pathogens (102)
Bolivia	0	1 planned (89)	N/A	Planned construction of BSL-3 with ANLIS Laboratory in Argentina (89)
Brazil	Ongoing discussion (70)	12 Public Health Laboratories and 8 Agricultural Laboratories (70, 89)	N/A	Zoonotic disease including avian influenza IP support (70, 103)
Bulgaria	0	Probably 1; the NRLIARD was constructing a BSL-3 facility (104)	BDP (96, 105)	Influenza, hepatitis, other viruses (106)
Cameroon	0	1 in 2003 (86)	N/A	Centre Pasteur, public health and national reference laboratory (86)
Canada	1 (4 BSL-4 laboratories in the same facility) (107)	More than 3 facilities and at least 32 BSL-3 laboratories in one facility (98,107). Latest built in 2012 (108)	Former offensive programme (ended 1945) (83). Biodefence programme (92)	Public health, disease prevention and control (109)
Central African Republic	0	1 in 2011 (86)	N/A	Arbovirus, haemorrhagic fever viruses with IP (86)
Chile	0	1 (pre-1998) (88, 89)	N/A	Emerging diseases (89)
China	1 (27); plan to build 5–7 more by 2025 (110)	10 before SARS, many more after (111). Currently around 30 are certified (112, 113)	BDP, likely maintains an offensive capability. Allegations that some research has breached the BWC (114, 115)	Public health, vaccines (110). WHO involvement in lab construction (111). Economic incentives (31)
Chinese Taipei	2: 1 confirmed, 1 unconfirmed (27, 116)	3 Before 2003, 20 by 2005. Prior to 2003, all HCBLs were foreign-built; later domestically with foreign advisors (116)	Possible research programme (83, 114).	Communicable diseases, SARS a priority (116)

Colombia	1 level 3/4 in planning (117)	1 in 2003 (117)	N/A	Public health (117)
Côte d'Ivoire	N/A	1 (118)	N/A	Tuberculosis (118)
Croatia	0	At least 1 (112)	BDP (119)	Human pathogens; there is much international cooperation, partly because of sample analysis costs (112)
Cuba	A few at a single facility that have never been used as such (120, 121)	5 (121)	Probable offensive research (83, 122)	HIV vaccine research (122)
Czech Republic	1 (27)	N/A	BDP (96, 105) biopreparedness (106)	Vaccines (106)
Democratic People's Republic of Korea	N/A	N/A	Offensive research with possible production of agents (83, 123)	Endemic tuberculosis and malaria (124)
Denmark	0	At least 5 in 2009 (125)	BDP (96)	Zoonotic disease (swine flu) (126)
Egypt	1 BSL 3–4 as part of US DoD (11, 127)	A few planned, unclear how many are built (112)	Possible former offensive programme. Not BWC member (128), but seems compliant (114)	To produce vaccines for endemic diseases (112). USA involved in lab construction (11, 127)
Ethiopia	0	2: 1 with USA in 2010 (129), 1 mobile with WHO (130)	N/A	Endemic animal diseases (129)
Finland	0	At least 13, 6 of which are BSL-3+ (131, 132)	BDP (132)	Focus on terrorism and infectious diseases (132)
France	2 (98, 133)	More than 12 BSL-3 (134). Recent construction (135)	Former offensive programme (indigenous programme ended in 1934, and programme under German occupation ended in 1945) (83). BDP (96)	Infectious diseases, host–pathogen interactions (133, 135)
Gabon	1 (27, 94)	First built in 1982 (later became the BSL-4 facility) (112). Probably more, but N/A	No evidence of BDP (112)	Endemic and emerging diseases, public health, parasitology, etc. (112)
Georgia	0	At least 1 with US support, probably a few in same building (136)	N/A	Infectious diseases, both animal and human (136)
Germany	6: 4 are operational, 1 planned, and 1 under construction (27). 8 self-reported (9)	At least 97 (8), in 2007 there were 8 in Berlin alone (137)	Former offensive programme (138). BDP, military biodefence budget has doubled in the last decade (8)	Ranks fifth globally and first in Western Europe for life sciences and biotechnology (8)
Ghana	0	1 in 1999 (86)	N/A	Emerging pathogens (86)
Greece	0	2 (98)	BD (96)	Both BSL-3 laboratories are in hospitals, they are likely to specialise in human pathogens (98)
Hungary	1, but operated under BSL-3 conditions (139); 2 self-reported (9)	Unclear. 8 NLRs that would require BSL-3 facilities (139)	BDP (105)	Emergence and re-emergence of pathogens. Staff often trained in other EU laboratories (139)



India	4 (27, 140, 141)	Approximately 6 (8). Private company offering turnkey laboratory construction (142)	BDP (140)	One of the biggest global vaccine producers (8)
Indonesia	0	2 for zoonotic diseases (first in 2007) (143), plans to build 'numerous research facilities' (31)	N/A	Tuberculosis and avian influenza are endemic; the BSL-2 laboratories were proving insufficient (143)
Iran	0	Probably a few, but none listed as such (144)	Probable BDP. Dual-use R&D, no evidence of BWC non-compliance (114)	Tuberculosis is a high priority (144)
Iraq	1 former (145)	N/A, but most likely none (unlikely following US involvement)	Former offensive programme, dismantled before 2003 (114)	Production of foot and mouth vaccine, later for BW agent production (146)
Ireland	0, and none is planned (147)	Approximately 34 (147)	Possible former programme. No BDP, but the Department of Defence undertakes training on BW protection (147)	Public health and monitoring for marine biotoxins (147)
Israel	N/A, but probably the IIBR (148)	1 for animal diseases, but no further information (149)	Offensive research programme with possible production (83). BDP (23). Not a member of the BWC (128)	Vaccine production, disease detection, etc. Much joint research with the USA, including the CDC and US Army Medical Research and Development Command (148)
Italy	2 (27, 94)	5 within one of their BSL-4 facilities, at least 2 more; information is lacking (150)	BDP (96),	Research on human illnesses and vaccines (151)
Japan	2 that do not operate on BSL-4 level due to public opposition (27)	Approximately 200 (8)	Former BW programme (36,152). BDP (8)	One of the biggest global vaccine producers, sees bioterrorism as a major threat (8, 153)
Kenya	0	Approximately 6 (8)	No BDP (8)	Malaria and AIDS, and animal vaccine production, USA involved in lab construction (8)
Libya	N/A	N/A	Former offensive programme, ended 2003 (83, 114)	N/A
Luxembourg	0	At least one, which opened in 2007 (154)	BDP (96),	Specifically focused on the H5N1 influenza threat (154)
Madagascar	0	1 in 2008 (86)	N/A	Virology with IP (86)
Malaysia	Indication that they might build a BSL-4 in the future (155)	At least 3 with more planned (155)	BDP (156)	Economic incentive through biotechnology investment (31)
Mali	0	1 in 2005 (157)	N/A	Built with IP support, for infectious endemic disease (157)
Mexico	0	4, and 14 small ones in the same facility (89)	In cooperation with Pan-American biodefence, no evidence of own programme (158)	Biomedical research and some institutes especially for respiratory diseases (89)
Morocco	0	At least 3 (159)	N/A	Public health, endemic disease (160)
Netherlands	1 (58)	A few are mentioned but no total numbers; at least one mobile (161) and currently	BDP (96),	Biopreparedness and response to outbreaks, especially emerging diseases (161)

		building an 'extensive suite' of them (162)		
New Zealand	0	At least 1 (163)	N/A	Mostly focused on pests and diseases in plants (163)
Nigeria	0	1 built in 2010 (164)	N/A	Endemic disease, especially TB (164)
Norway	0	At least 2 before 2009 (125)	N/A	N/A
Pakistan	0	2 current and more planned (72)	Possible (83)	Diagnosing and treating endemic diseases such as TB (72)
Panama	0	2 (89)	N/A	N/A
Peru	1 BSL-3-4 as part of US DoD (11)	3 (89, 165)	N/A	Especially diseases that may threaten military operations in the region. USA involved in laboratory construction. The report also describes 'disease surveillance programs' in 10 South American nations (11)
Philippines	0	1 (46)	N/A	Public health and concerned about bioterrorism. (Mujahedeen Poisons Handbook identifying possible BW was found in Mindanao, Philippines) (46)
Poland	0	1 (166)	BDP (105)	Human pathogens (166)
Portugal	0	At least 1 (167)	N/A	Public health, especially TB and HIV (167)
Republic of Korea	1 ready to open in 2017 (168). Some BSL-3-4 (3+) in conjunction with the IVI (169)	At least 1 officially validated by the Korean Centers for Disease Control and Prevention in 2006 (170)	BDP (171)	Economic, through biotechnology investment (31), agent identification (170), and endemic diseases and vaccination production (169). Very concerned with bioterrorism (171)
Romania	0	At least 1 facility (172)	BDP (96, 105)	Diagnostic and applied research for public health (172)
Russia	3 (69)	84 regional offices and Hygienic and Epidemiological Centers, 29 research institutes, 14 anti-plague control stations (173). 19 are WHO Collaborating Centers. Difference in the Russian classification system, but many are equivalent of BSL-3 (69)	Former offensive (ended 1992). BDP. Likely that some current research goes beyond 'legitimate defence activities' (83)	Public health (173)
Senegal	0	1 in 2000 (86)		Virology laboratory with IP (86)
Serbia-Montenegro	0	At least 1 (174)	BDP (96)	Zoonotic diseases, including swine flu (174)
Singapore	1 (27). A 2011 article states that Singapore's BSL-4 Defense Science Organization was a BSL-3 operating at BSL-4 standards (152)	10, proliferation is recent (113)	N/A	Economic, through biotechnology investment (31)

Slovak Republic	0	1 (175)	BDP (105)	Zoonotic viruses, especially tick- and rodent-borne (175)
Slovenia	1 BSL-3+ (176)	N/A	N/A	Epidemiology and immunopathogenesis studies (176)
South Africa	1 (27)	Approximately 6 (8)	Former offensive (ended 1993) (88); BDP (8)	Public health and endemic diseases including 'respiratory and diarrheal diseases, meningitis, HIV/AIDS, TB, and malaria' (177)
Spain	1 (28,178), although the lab claims it is 3+ (179)	More than 7 for the Ministry of Defence (180). Only 3 BSL-3 mentioned (181, 182)	BDP; 9/11 and biosecurity cited as reasons (96), (180)	The BSL-4 lab is a veterinary lab focusing on animal and zoonotic diseases (178)
Sudan	0	N/A	Possible interest in offensive research (83)	N/A
Sweden	1 (27)	40 (125, 183)	BDP (184)	To monitor, protect and prevent against communicable diseases (185)
Switzerland	3, one is a glove box (27, 186, 187). There is also an additional BSL-3Ag facility (188)	At least 26 (8)	BDP (189,190)	Biodefence and public health (191)
Syria	N/A	N/A. Syrian Scientific Research Council seems to oversee sensitive biological research (192)	Offensive research programme with possible agent production. Noncompliant with BWC (83). Not a BWC member state and President Assad hinted at BW capability in 2010 (128)	May have help from Russia (and previously from the USSR), Democratic People's Republic of Korea, Iran and the former regime in Iraq (192)
Tajikistan	0	1 (193)	N/A	TB, built with IP (193)
Tanzania	0	1 (194)	N/A	TB and haemorrhagic fevers (194)
Thailand	1 BSL 3-4 as part of US DoD (11)	23 human health laboratories (including 7 mobile units), and 4 animal laboratories (71)	N/A	USA involvement in lab construction (11)
Trinidad and Tobago	0	1 (195)	N/A	Endemic diseases such as chikungunya, global threats such as Ebola and MERS (195)
Tunisia	0	1 (196)	N/A	IP support (196)
Turkey	0	7 (197)	BDP (96)	GMOs, agricultural and veterinary issues, disease surveillance and prevention (197)
Uganda	0	1 (198)	N/A	TB (198)

Ukraine	0	3 have BSL-3 certification (199). Unclear how many work with BSL-3 and -4 agents. Legally, 2 may work with 'group 1' pathogens and 402 can work with group 2. Technically these are different criteria, but they may work with the same or similar agents	Has participated in proposals for European CBRN projects, but no evidence of involvement or of own programme (119)	Human pathogens (in cooperation with the USA), food and agriculture laboratories (199)
United Arab Emirates	0	A few built in 2010 at DuBiotech for pharmaceutical companies (200)	N/A	Biotech industry, research (200)
United Kingdom	9 (201)	Approximately 600. 150 are operated by research institutes, 150 by universities, 75 by private companies, 170 by the NHS (201). Other figures are lower (8)	Former offensive programme (ended 1956) (83). Two BDP (civilian and military) (8)	'Existing and emergent infectious diseases of both humans and animals' (202). Concerned about bioterrorism (203)
United States	15: 14 operational, 1 under construction. According to the US Research Council Staff there are 6 operational and 6 planned or under construction as of September 2011 (27), (38, 204, 205, 206, 207, 208)	1,643 as of 2008 (56)	Former offensive programme (ended 1969), BDP (7). Allegations of questionable biodefence research, including the Jefferson Project, Project Bacchus and Project Clear Vision (209)	National safety, vaccines, medication development, anti-BW terrorism (205). One of the biggest global vaccine producers
Vietnam	0	At least 2 (one under construction in 2011) (155)	N/A	Japan is helping with their second BSL-3 lab (155, 210)

AIDS: acquired immune deficiency syndrome

ANLIS: National Laboratories and Health Institutes Administration

BDP: biodefence programme

BSL: biosafety level

BW: biological weapon

BWC: Biological Weapons Convention

CBRN: Chemical, Biological, Radiological and Nuclear Risk Mitigation

CDC: Centers for Disease Control and Prevention

EU: European Union

GMO: genetically modified organism

HCBL: high-containment biological laboratory

HIV: human immunodeficiency virus

IIBR: Israeli Institute for Biological Research

IP: Institut Pasteur

IVI: International Vaccine Institute

MERS: Middle East respiratory syndrome

N/A: information not available

NHS: National Health Service (UK)

NLR: national reference laboratory

NRLIARD: National Reference Laboratory for Influenza and Acute Respiratory Diseases

R&D: research and development

SARS: severe acute respiratory syndrome

TB: tuberculosis

US DoD: United States Department of Defense

USA: United States of America

USSR: Union of Soviet Socialist Republics

WHO: World Health Organization