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1 **Title**

2 Contemporary challenges to iodine status and nutrition – the role of foods, dietary recommendations,  
3 fortification and supplementation.

4

5 **Shortened Title**

6 Improving iodine status

7

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23

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25 **Abstract**

26

27 Iodine deficiency (ID) in women of childbearing age remains a global public health concern, mainly  
28 through its impact on fetal and infant neurodevelopment. While iodine status is improving globally,  
29 ID is still prevalent in pregnancy, when requirements increase. More than 120 countries have  
30 implemented salt iodisation and food fortification, strategies that have been partially successful.  
31 Supplementation during pregnancy is recommended in some countries, and supported by the WHO  
32 when mandatory salt iodisation is not present. The UK is listed between the ten countries with the  
33 lowest iodine status globally and ~60% of pregnant women do not meet the WHO recommended  
34 intake. Without mandatory iodine fortification or recommendation for supplementation in pregnancy,  
35 the UK population depends on dietary sources of iodine. Both women and healthcare professionals  
36 have low knowledge and awareness of iodine, its sources or its health role. Dairy and seafood  
37 products are the richest sources of iodine and their consumption is essential to support adequate iodine  
38 status. Increasing iodine through the diet might be possible if iodine-rich foods get repositioned in  
39 the diet, as they now contribute towards only ~13% of the average energy intake of adult women.  
40 This review examines the use of iodine-rich foods in parallel with other public health strategies, to  
41 increase iodine intake and highlights the rare opportunity in the UK for randomised trials, due to the  
42 lack of mandatory fortification programs.

43

#### 44 **Mild iodine insufficiency and public health**

45 Iodine is essential for the synthesis of the thyroid hormones T3 (L-triiodothyronine) and T4 (L-  
46 tetraiodothyronine or thyroxine)<sup>(1)</sup>, and iodine deficiency (ID), through impairment of synthesis, can  
47 lead to a range of adverse effects, defined in the 1980s as Iodine Deficiency Disorders (IDD). IDD  
48 encompass a range of disorders caused by iodine insufficiency, affecting the different lifecycle stages  
49 with a variety of symptoms, including hypothyroidism, stillbirth, impaired mental function,  
50 congenital anomalies and iodine-induced hyperthyroidism<sup>(2)</sup>. ID is the most preventable cause of  
51 brain retardation for the infant<sup>(3)</sup> and consequences range from loss of intelligence quotient (IQ) to  
52 cretinism. The main visible sign of severe ID is goiter.

53  
54 Impairment of fetal / infant neurological development is irreversible and has lifelong consequences.  
55 Neuronal myelination and migration both require thyroid hormones during the early stages of  
56 pregnancy and infancy, which depend on iodine availability<sup>(4)</sup>. Insufficient intake of iodine during  
57 pregnancy can adversely affect both maternal thyroid health (iodine-induced hyperthyroidism or  
58 hypothyroidism) and the infant neurological development<sup>(3; 5)</sup>. In its most extreme form, deficiency  
59 can lead to cretinism, growth retardation and intellectual impairments, pregnancy losses as well as  
60 increased mortality in infants<sup>(3)</sup>. Children born to moderately iodine deficient mothers can have  
61 neurological and psychological problems, hyperactivity and decreased IQ scores<sup>(5)</sup>. In a meta-analysis  
62 of both intervention and cohort studies, ID in children aged 5 years old and under caused 6.9-10.2  
63 points lower IQ, although high heterogeneity in the evidence selected calls for cautious  
64 interpretation<sup>(6)</sup>. The same study concluded that maternal iodine status is positively associated with  
65 infant neurological development and that supplementation with iodine (via intramuscular injection,  
66 which is seldom nowadays) appears beneficial in early pregnancy compared to late pregnancy (effect  
67 size for mental development  $d = 0.82$ ). After birth, if the infant is exclusively breast fed, the mother  
68 remains its sole source of iodine until weaning, with the offspring potentially exposed to suboptimal  
69 iodine levels for at least 13-15 months, 29-33% of the critical first 45 months of neurodevelopment  
70 (depending on weaning age, subsequent complementary feeding)<sup>(6)</sup>.

71  
72 Iodine insufficiency, even marginal (urinary iodine concentration in population 50-99  $\mu\text{g/l}$ ), has been  
73 shown to affect children cognition and their school performance in the UK. The offspring of mothers  
74 taking part in ALSPAC study had IQ in the lowest quartile (odds ratio 1.58, 95% CI 1.09-2.30;  
75  $p=0.02$ ) at 8 years when maternal urinary iodine concentration in pregnancy had been below 150  $\mu\text{g/g}$   
76 of creatinine<sup>(7)</sup>. The use of a single urine iodine measurement only provides a crude categorisation of  
77 iodine exposure, which nonetheless resulted in an unexpected outcome for 21st century Britain. In  
78 epidemiological studies, the median urinary iodine concentration of a population is the commonly

79 used biomarker for determination of iodine status, as proposed by the WHO<sup>(3)</sup>. Table 1 shows the cut-  
80 off points for categorisation of iodine status based on urine samples, which provides an indication of  
81 iodine intake in the short-term. Other biomarkers of iodine status measured in blood include  
82 thyroglobulin (Tg), representative of longer term iodine intake<sup>(8)</sup>, and TSH, which is rarely useful  
83 outside of more severe forms of deficiency<sup>(8; 9)</sup>. While the validation of Tg as a marker of iodine status  
84 is still ongoing (with previously proposed Tg cut off for iodine sufficiency of 13 µg/l now understood  
85 not to be always applicable)<sup>(8)</sup>, a range of 4–40 µg/l has been described for iodine sufficiency in  
86 school-age children<sup>(10; 11)</sup>.

87

88 After reports of insufficient status in schoolgirls in 2011, (median urinary iodine concentration 80.1  
89 µg/l, IQR 56.9–109.0), mild iodine insufficiency in the UK is a renewed public health concern<sup>(12)</sup>.  
90 Previously believed to be iodine-replete, women in the UK have been shown to be iodine insufficient  
91 at population level<sup>(13; 12; 14)</sup>. Our work in females of childbearing age (cross-sectional survey in  
92 Scotland) also established that this population is iodine insufficient (median 75 µg/l)<sup>(14)</sup>. To address  
93 this issue in the UK and globally, we must examine the role of awareness, dietary choices and public  
94 health strategies.

95

### 96 **Dietary choices and iodine intake**

97 Dietary choices are critical for an adequate iodine intake. The main dietary sources of iodine in the  
98 UK are marine fish, seafood, seaweed and dairy products, and their consumption varies among  
99 women (Figure 1)<sup>(15)</sup>. In most countries, the main dietary source of iodine is fortified salt<sup>(16)</sup>. To assess  
100 habitual iodine intake with minimal participant burden, a short food frequency questionnaire (FFQ)  
101 was previously developed and validated<sup>(17)</sup>. We found that 60% of pregnant women do not meet the  
102 250 µg/day WHO recommended iodine intake in the UK<sup>(18)</sup>. Many believe that iodine status is  
103 potentially compounded by consumption of cruciferous vegetables and soya products (collectively  
104 known as goitrogenic foods), evidence in humans is weak. In a crossover intervention in healthy  
105 women of childbearing age with low habitual iodine intake, we did not find differences in thyroid  
106 function in women with increased intake of those foods<sup>(19)</sup>.

107

#### 108 *Milk and dairy products*

109 We and others have shown that milk is the main dietary source of iodine in the UK<sup>(15)</sup>. Milk and milk  
110 products contribute to 38% of the iodine intake<sup>(20)</sup> in non-pregnant adults. In lactating and pregnant  
111 women, milk alone contributes toward 38% and 40% of the dietary iodine intake<sup>(21)</sup>. Meanwhile, in  
112 pregnancy iodine is also provided by other dairy (31%)<sup>(18)</sup>.

113

114 Iodine in milk naturally occurs in small levels, and most of the iodine in milk comes from indirect  
115 fortification through animal feeds and iodine-containing antiseptic use. Seasonality and farming  
116 practices affect milk iodine concentration (ranging from 152 to 256 ng/g), and summer and organic  
117 milk have been found to have lower iodine compared to winter and conventional milk (organic milk  
118 26-42% lower than conventional)<sup>(22; 23)</sup>. Processing can also affect iodine; Ultra High Temperature  
119 (UHT) milk has 30% lower iodine compared to conventional milk, although the milk fat content has  
120 no effect<sup>(24)</sup>. Plant-based milk alternatives do not contain iodine naturally and are rarely fortified,  
121 resulting in very low iodine concentrations ( $3.1 \pm 2.5 \mu\text{g}/250 \text{ ml}$ ; approximately 2% of the iodine  
122 content of conventional milk). Long-term consumption of non-conventional, non-cow's milk can  
123 place individuals at risk of iodine insufficiency<sup>(25; 23)</sup>.

124

125 The current UK recommendations for dairy products intake lack specificity in comparison to the  
126 recommendations provided by other countries (e.g. United States, New Zealand, Japan, Australia),  
127 that have set easy-to-use portion size guidance for dairy intakes. The recommendation in the updated  
128 "Eatwell Guide" is to "*have some dairy or dairy alternatives (such as soya drinks); choosing lower*  
129 *fat and lower sugar options*" which does not differ from the previous UK recommendations, although  
130 the dairy products part in the depicted form of the new "Eatwell Guide" is slightly smaller compared  
131 to the previous "Eatwell Plate"<sup>(26)</sup>. In addition, the serving size for milk and other dairy products is  
132 not specified<sup>(27)</sup> with no differentiation in the dairy product type suggested (apart from the  
133 recommendation of choosing lower fat and sugar). The inclusion of dairy alternatives to the  
134 recommendation is also concerning for iodine status (lacking for example in protein, calcium, iodine,  
135 riboflavin and vitamin B12 if they are not fortified) is also concerning <sup>(28; 25; 29)</sup>.

136

137 The identification of barriers, facilitators and perceptions towards iodine-rich foods consumption is  
138 important, considering their potential input in increasing iodine intake. Perceptions of healthiness are  
139 closely related to dietary behaviour and food choice; attitudes to healthy eating are influenced by  
140 factors such as sensorial characteristics, culture, food availability, child feeding and energy  
141 density<sup>(30)</sup>. Consumer perceptions towards aspects of dairy products have been previously  
142 investigated - with their perceived healthiness ranked as *relatively healthy*<sup>(31)</sup>. Women's perceptions  
143 of dairy foods, examined through focus groups, highlighted awareness of dairy high calcium content  
144 and high fat content. The taste of some products, including low fat, was reported as unsatisfying.  
145 Convenience was reported as an important factor, potentially partly compounded by increased cost  
146 of such products. Dairy products, however, are considered as staples in the everyday life of many,  
147 and neither cost nor convenience would not affect purchasing decision <sup>(32)</sup>. Other drivers of dairy food  
148 choices include not only taste, but also other family member's preferences and perceived health

149 benefits<sup>(33; 34)</sup> as well as gender, age and socioeconomic status, which also determine the acceptance  
150 of functional and enriched foods<sup>(35)</sup>.

151

### 152 *Fish and seafood*

153 Fish is a rich natural source of dietary iodine, and it is the main contributor to the UK dietary iodine  
154 intake after dairy, contributing towards 11% of the intake in non-pregnant adults<sup>(20; 15)</sup>, and 24% in  
155 pregnancy<sup>(18)</sup>.

156

157 The diversity of fish and seafood products creates a variety of food choices with a spectrum of iodine  
158 contents. White fish, such as haddock and cod, contains more iodine than oil-rich fish (approximately  
159 48 µg/100 grams in oily fish versus 105 µg/100 grams in white fish)<sup>(36)</sup>. Iodine also varies within  
160 species and decreases from the skin to the inner part of the fish fillets, with levels 20 times higher in  
161 the skin of marine species such as cod<sup>(37)</sup>. Marine fish contains the highest amounts of iodine, ranging  
162 from 0.4 to 6.9 µg/g, which is also approximately 6-fold higher compared to freshwater fish<sup>(38)</sup>.  
163 Cooking can affect the iodine content of fish, with losses varying in average from 20% in fried fish,  
164 to 23% in grilled fish and 58% in boiled fish<sup>(39)</sup>. Other seafood (including prawns, crab, lobster) have  
165 an average iodine content of 92 µg/100 grams and are also a good source of iodine.

166

167 Seafood consumption is important both in pregnancy and in the general population as it provides  
168 iodine, but also omega 3 fatty acids, protein and other micronutrients such as vitamin D, vitamin A  
169 and selenium. In the UK, the recommendation is to consume two portions of fish per week (2 x 140g),  
170 one of which should be oily<sup>(26)</sup>. According to the NDNS, oily fish intake still remains lower than once  
171 weekly<sup>(15)</sup>. White fish is consumed more often compared to oil rich fish<sup>(40)</sup>. During pregnancy,  
172 women should consume “at least” two portions of fish per week, one of which should be from oil-  
173 rich fish. However, simultaneous advice against consuming types of fish with potentially harmful  
174 levels of mercury, as well as raw shellfish due to harmful bacteria and risk of poisoning, may create  
175 confusion over the recommendation for fish intake.

176

177 The theory of planned behaviour (TPB), used in the context of intention and frequency of fish  
178 consumption in Iran, concluded that the perceived behavioural control and the intention to eat fish  
179 predicts the frequency of fish consumption ( $R^2=0.58$ ,  $F=223.1$ ,  $p<0.001$ )<sup>(41)</sup>. Whether people include  
180 fish in their diet depends on drivers of food choice. There is a gap between the scientific evidence of  
181 risks and benefits related to fish and seafood consumption and actual beliefs and perceptions of  
182 consumers<sup>(42)</sup>. In our interviews with women in the perinatal period, taste and heartburn have been  
183 described as the main drivers for inclusion or exclusion of fish, seafood and dairy products in the diet.

184 Fish consumption is only well accepted during pregnancy by less than 20% of the population, with  
185 taste and smell the main barriers<sup>(43)</sup>. Most believe that eating fish is beneficial for health (94%; survey  
186 of 329 people, the United States (US) with benefits attributable to omega-3 oils according to 45%. A  
187 substantial proportion also perceived conception to be “risky” (70%, main risk attributable to mercury  
188 content, according to 24%)<sup>(44)</sup>. In five European countries, fish consumption was associated with  
189 country-related traditions and habits, which outweighed perceptions of risks and benefits<sup>(45)</sup>. Ethical  
190 factors also feature in the choice to consume fish, with Danish respondents willing to pay more for  
191 welfare fish than farmed fish (48%)<sup>(46)</sup>.

192

### 193 *Seaweed*

194 Seaweed is a rich iodine source, suitable for vegan and vegetarian population. The iodine level in  
195 seaweed products is very broad (range 11-6118 µg/g of dried seaweed) and could lead to an iodine  
196 excess - beyond the European Tolerable Upper Limit (TUL) of 600 µg daily. Labelling of seaweed-  
197 containing products is generally poor, with limited information on iodine content or seaweed specie  
198 on the product packages<sup>(47)</sup>. Only 10% of the seaweed-containing products stated information  
199 regarding iodine content, and 18% enabled its estimation. A total of 26 products could lead to an  
200 intake above the adult TUL if consumed<sup>(47)</sup>. While sushi dishes are reported to be consumed at least  
201 once per year by 45% of the population<sup>(48)</sup>, they mostly contain Nori seaweed, with a lower iodine  
202 content of 16 µg of iodine per gram (an average sheet of Nori being approximately 3 grams)<sup>(49)</sup>.

203

### 204 **Iodine knowledge and awareness**

205 The low profile of iodine in the UK Public Health and media arena can potentially explain the low  
206 knowledge and awareness about the nutrient amongst mothers and healthcare professionals (HCPs).  
207 Pregnant women receive general dietary guidance during pregnancy, which is usually delivered by  
208 the community midwives during the first antenatal care appointment. These recommendations focus  
209 on following a balanced diet with limited specific practical recommendations on foods to  
210 include/increase/decrease/exclude or portion sizes<sup>(50)</sup>. The first antenatal appointment usually  
211 happens around the 12<sup>th</sup> week of pregnancy, with content of the discussion varying between cases  
212 and depends on both midwife’s and woman’s knowledge, education and personal interest in  
213 nutrition<sup>(43)</sup>.

214

### 215 *Healthcare professionals*

216 HCPs have low awareness of iodine in childbearing age, its importance, sources and  
217 recommendations. Recommendations in the US include daily prenatal vitamins containing 150 µg of  
218 iodine during preconception, pregnancy, and lactation. Obstetricians and midwives (web-based



219 survey, n=476) recognised (60%) that supplementation in childbearing age and pregnancy is useful,  
220 but most (75%) reported to rarely or never prescribe iodine containing supplements<sup>(51)</sup>. Australian  
221 guidelines also recommend iodine supplementation and although 71% of the HCPs were aware of the  
222 recommendation, knowledge regarding the recommended dose and duration was low<sup>(52; 53)</sup>. Iodine  
223 supplements were recommended by 73% of the respondents during pregnancy, but only by ~50% in  
224 preconception and lactation. Reasons to not recommend supplements were the existence of  
225 fortification programs (28%) and lack of awareness of the recommendation (25%). The midwives  
226 who took part in the survey reported lack of knowledge (40%) and were less likely than the dietitians  
227 to discuss dietary sources of iodine, which only 40% of the HCPs reported discussing with women.  
228 In New Zealand, where public health nutrition has focused on iodine for several decades, almost  
229 100% of healthcare workers (pharmacists, midwives and hospital nurses) reported a high knowledge  
230 of iodine supplementation and fortification (but the sample of this survey was smaller (n=25)  
231 compared to the rest of the surveys)<sup>(54)</sup>. Knowledge has been also associated<sup>(54)</sup> with the speciality of the  
232 HCPs in Turkey. Endocrinologists had significantly higher knowledge and awareness on iodine  
233 supplementation, duration, and iodised salt compared to family practitioners and obstetricians.  
234 However, in the same survey, knowledge was very low for all three specialities (endocrinologists,  
235 family practitioners and obstetricians) when asked whether supplementation in pregnancy should be  
236 recommended during the existence of food and salt iodisation programs<sup>(55)</sup>.

237

238 In the UK, only 46% of midwives could correctly identify seafood as a source of iodine, and 23%  
239 dairy products<sup>(56)</sup> – this is not surprising since nutrition is still not a significant part of the curriculum.  
240 Most midwives (67%) reported not mentioning iodine in antenatal care, as only 20% could link it to  
241 fetal development and 10% were aware of the increased iodine requirements during pregnancy. A  
242 need and strong interest for further education on iodine was expressed by the majority of HCPs  
243 interviewed, focussing on pregnancy, guidelines and sources<sup>(57; 52; 53)</sup>.

244

#### 245 *Women of childbearing age*

246 Globally, both iodine knowledge and awareness are low among women of childbearing age (pregnant,  
247 lactating or not). In a cross-sectional survey of 1026 UK mothers, 55% were unable to identify sources  
248 of iodine, commonly mistaking salt (21%) and vegetables (54%) as iodine-rich foods. However, most  
249 (87%) reported willingness to modify dietary behaviour if they received information related to the  
250 importance of iodine in pregnancy. In this study, only 9% of women surveyed could recognise milk  
251 as a source of the micronutrient<sup>(18)</sup>. Similar were our findings from the interviews of 48 women in  
252 pre-conception, pregnancy and new mothers. Women reported rarely discussing iodine with their  
253 HCPs, and lacking knowledge of dietary sources and importance of iodine for the fetal development

254 <sup>(43)</sup>. In Australia, a country with mild iodine insufficiency in pregnancy and mandatory iodine  
255 fortification of salt and bread as well as recommendations for iodine supplementation in pregnancy,  
256 knowledge regarding the adverse outcomes of ID and the importance of iodine has been found to be  
257 consistently poor in pregnant women<sup>(58; 59; 52; 60; 61)</sup>. Low self-confidence on whether women met the  
258 iodine requirements (20%) could be explained from the lack of knowledge of dietary sources of  
259 iodine. Seafood, the most commonly recognised iodine source, was correctly identified by 23-55%  
260 of the women, depending on the survey. However, milk was only recognised as a rich source of iodine  
261 by 15-29% of pregnant women. Almost half of pregnant women mistook vegetables as rich sources  
262 of iodine. Finally, supplementation with iodine was not considered necessary by 41% of pregnant  
263 women, dropping to 18.5% when they followed a diet perceived to be “healthy”. Knowledge was  
264 identified as a predictor of iodine supplementation, and women who thought that the intake of iodine  
265 supplements in pregnancy is important, regardless how healthy a diet they follow, were more likely  
266 to take supplements containing iodine<sup>(60)</sup>. Poor knowledge did not improve after introduction of the  
267 mandatory iodine fortification program<sup>(62)</sup>. In Iran, similarly, women of childbearing age have low  
268 knowledge, awareness and practice in relation to ID <sup>(63; 64; 65)</sup>, which has been linked to lower iodine  
269 status<sup>(66)</sup>. As a result, increasing awareness and knowledge would be potentially a cost-effective way  
270 of increasing iodine intake.

271

## 272 **Global prophylactic measures and the UK**

273 The potential level of intellectual impairment in a significant proportion of the population, and the  
274 net cost to both society and the economy due to iodine insufficiency are important. An iodine  
275 insufficient population poses high healthcare and societal national costs - with iodine supplementation  
276 in pregnancy modelled to save £199 in healthcare costs and £4476 from a societal perspective (for  
277 an increase of 1.22 IQ points per offspring)<sup>(67)</sup>. To date, there is no public health nutrition program in  
278 the UK addressing this pressing, totally preventable, concern, such as fortification or  
279 supplementation. Moreover, dietary recommendations for iodine have not changed since 1991.

280

### 281 *Iodine Recommendations*

282 The World Health Organisation (WHO) / United Nations Children’s Fund (UNICEF) / International  
283 Council for the Control of ID Disorders (ICCIDD) recommended daily intake for adults is 150  
284 µg/day, increasing to 250 µg/day for pregnant women<sup>(3)</sup>. The European Food Safety Authority  
285 (EFSA) proposed in 2014 a new reference value of adequate intake for pregnant women of 200  
286 µg/day<sup>(68)</sup>. The United State Institute of Medicine (IoM) and the Food Standards Australia New  
287 Zealand (FSANZ) also propose an increase in iodine intake for pregnancy and lactation. However, in  
288 the UK, the Department of Health Reference Nutrient Intake (RNI) is for adults 140 µg/day, with no

289 proposed increment for pregnancy and lactation (Table 2)<sup>(69)</sup>. Iodine requirements vary with age  
290 (Table 2), with no gender differentiations in the recommendation, beside from pregnancy and  
291 lactation. However, it is now recognised that iodine intake in pre-conception is important and may  
292 impact on neonatal outcomes<sup>(70)</sup>.

293

294 There is an ongoing debate regarding the thresholds of sufficiency in pregnancy and the different  
295 existing recommendations for TUL of intake, which ranges from 600 µg/day<sup>(71)</sup> in Europe (Scientific  
296 Committee on Food) to 1,100 µg/day<sup>(72)</sup> in the US (Institute of Medicine). A large-scale cross-  
297 sectional study in Chinese pregnant women suggested that urinary iodine concentration (UIC) in  
298 pregnant women should not exceed 250 µg/l in iodine sufficient regions, due to high risk of  
299 subclinical hypothyroidism (1.75-fold increase in UIC 250-500 µg/l. UIC exceeding 500 µg/l is also  
300 associated with isolated hypothyroxinaemia (2.85-fold increase). Levels of autoimmunity, following  
301 a U-shape curve, are lowest in women with UIC 150-250 µg/l. This leaves a potentially narrow margin  
302 of sufficient intake, which would be difficult to control around the world, due to the different iodine  
303 content of foods, salt and lack of labelling<sup>(73)</sup>. Accordingly, Lee and Pearce<sup>(74)</sup> proposed that the upper  
304 level of sufficiency in pregnancy should be an intake of 250 µg/day.

305

306 Since 15-20 mg of iodine is stored in the body of a healthy adult (70-80% in the thyroid), intermittent  
307 consumption is acceptable, with thyroid hormone synthesis requiring approximately 60-95 µg of  
308 iodine per day based on iodine turnover, which is close to the lower reference nutrient intake (LRNI)  
309 of 70 µg/day<sup>(75)</sup>. The recommended WHO intake of 250 µg/day could be met by consuming two  
310 portions of fish per week, and dairy to the equivalent of two glasses of milk (drinks, in cereals), plus  
311 one yoghurt and a cheese serving per day. However, many women avoid these foods and lack  
312 guidance on how to include them in their diet.

313

#### 314 *Universal salt iodisation and fortified foods as potential vehicles*

315 The elimination of ID and related disorders is a priority for the WHO and UNICEF. Universal salt  
316 iodisation has been adopted by over 120 countries globally<sup>(16)</sup>. It is the main method of iodine  
317 prophylaxis worldwide, firstly proposed in 1820. First attempt of salt fortification with iodine was  
318 done 100 years later<sup>(16)</sup>. The proposed iodisation of salt is 20-40 mg/kg and is based on an average  
319 salt intake of 10g daily. Salt has been chosen as a vehicle of salt iodisation as it combines  
320 characteristics that make it suitable, including its stable consumption throughout the year, low cost,  
321 consumption by everyone in a population, ease in implementation, quality, odour and taste not being  
322 affected and monitoring of production and<sup>(76)</sup>.

323

324 Salt iodisation is not considered unanimously a good practice for the control of ID and there is still a  
325 debate on its success and potential risks, which might contribute to the lack of legislation for salt  
326 fortification in the UK. The perceived conflicting messages that universal salt iodisation would  
327 convey remains at odds with public health campaign for salt reduction to less than 5 g/day<sup>(77; 78)</sup>.  
328 Experts from the WHO, UNICEF and ICCIDD work together to overcome any counterproductive  
329 effects of the two public health campaigns and find a common ground for their parallel success<sup>(79)</sup>.  
330 According to the WHO, salt iodisation and salt intake reduction (in less than 5 g/day), are both  
331 important and there is a need to understand that they can be compatible<sup>(80)</sup>. Iodine fortification could  
332 increase in line with the decrease of salt intake and mandatory fortification would remove the positive  
333 bias of iodised salt as “healthier”<sup>(79)</sup>. Further argument need to be considered, including (lack of)  
334 freedom of choice in the context of mandatory fortification and the risk of high exposure / toxicity  
335 for a sub-group of the population.

336  
337 While IDD have been successfully eliminated or controlled in many countries, via salt fortification  
338 in combination with diet diversification (in the US<sup>(81)</sup> and Ghana<sup>(82)</sup>, with exceptions in European  
339 countries<sup>(83)</sup>), consumption of fortified salt may not be a sufficient measure in pregnancy<sup>(84)</sup>. Studies  
340 in Italy<sup>(85)</sup>, Turkey<sup>(86; 87)</sup> and Tasmania<sup>(88)</sup> showed that ID in pregnant women persisted even after the  
341 application of universal salt iodisation, with UIC<150 µg/l in 92%, 50-78% and 73% of pregnant  
342 women in each country respectively. Salt fortification with iodine is voluntary in the UK; iodised salt  
343 therefore does not contribute to the iodine intake of the population, with restricted availability in the  
344 market (weighed availability in marketshare 21.5%)<sup>(89)</sup>.

345  
346 Fortification of other foods is also an option, although the ICCIDD does not support individual food  
347 iodisation<sup>(90)</sup>. In Bangladesh and Pakistan, fortification<sup>(90)</sup> of processed foods with iodised salt increased  
348 the availability of iodine in the population, and manufacturers use it when legislation permits that, as  
349 it does not negatively affect the food characteristics<sup>(91)</sup>. Fortification of bread with iodised salt, in  
350 Australia, resulted in increased iodine intake in pregnancy (median UIC 124.2 µg/day, IQR 121.1-  
351 127.2) and postpartum (median UIC 123.4 µg/day, IQR 119.7-127.1)<sup>(92)</sup>. The choice of bread was the  
352 result of extended modelling for the identification of be the best vehicle for the increase of iodine  
353 intake<sup>(90)</sup>. Recently, biofortification of vegetables with iodine was also proposed as an opportunity to  
354 increase iodine intake. Positive results have been published after the consumption of fortified  
355 vegetables in 50 healthy volunteers in Italy, with UIC increased by 19.6% (p<0.05)<sup>(77)</sup>. Turmeric can  
356 also help in the elimination of goitre in increase of iodine intake, based on a study in Pakistan. The  
357 authors of this study suggest that the use of iodine fortified salt should not be overemphasised, as

358 alternatives (such as turmeric) could be implemented<sup>(93)</sup>, an opinion which is not widely accepted  
359 considering the usefulness of iodised salt in the correction of IDD<sup>(94)</sup>.

360

361 A meta-analysis of nine RCTs (1990-2012) looked at the effect of iodine-fortified foods on UIC of  
362 children aged 7-10.5 years. Fortified foods included biscuits, meals and milk and the contained dose  
363 of iodine ranged from 25 to 200 µg/l, consumed for 4-30 months. At baseline, the UIC was similar in  
364 both intervention and controlled groups (heterogeneity Q=942.47, df=13). No carry-over effect was  
365 observed in cross-over trials, so trials with both cross-over and parallel designs were included in the  
366 meta-analysis. The standard mean UIC was significantly higher in the fortified group when compared  
367 to the control group (SMD= 2.02, p<0.001) with iodine fortified foods effective to improve UIC in  
368 children<sup>(95)</sup>.

369

370 The acceptance on biofortified foods predisposes examining attitudes of the population towards them.  
371 Based on the Protection Motivation Theory, parents and school heads in Uganda were surveyed  
372 regarding their reactions to adopting iodine biofortified staple foods in the school feeding programs.  
373 Knowledge of parents and school heads about micronutrients, IDD and biofortification was low, with  
374 iodine and salt iodisation being the only two topics with higher awareness. On the other hand, threat  
375 appraisal (perceived severity, vulnerability and fear to evaluate ID) and coping appraisal (response  
376 efficacy, cost response and self-efficacy to deal with ID through biofortified foods) were high for  
377 both sub-samples, which favours the protection motivation. The intention to adopt biofortified  
378 legumes was high and depended on factors including cost of the products, age and gender of the  
379 respondents. Key aims of a feeding program should include increased awareness of the health effects  
380 of ID and low cost of the biofortified foods<sup>(96)</sup>.

381

### 382 *Supplementation in pregnancy*

383 Supplementation is an alternative strategy to address iodine insufficiency in pregnant and lactating  
384 women. However, Healthy Start supplements, provided by the UK health services do not contain  
385 iodine, and commercial alternative are expensive. Similarly to the US<sup>(81)</sup>, marketed pregnancy  
386 supplements are not required to contain iodine, although their use has been associated with a 40%  
387 higher urinary iodine concentration in Spanish pregnant women<sup>(97)</sup>. The American Thyroid  
388 Association, the Endocrine Society and the US National Academy of Sciences have proposed that all  
389 prenatal supplements should include 150 µg of potassium iodide<sup>(81)</sup>. The WHO also recommends  
390 iodine supplementation in pregnancy and lactation in all countries where iodised salt is available in  
391 less than 20% of the households<sup>(3)</sup>.

392

393 A recent Cochrane review of positive and negative health effects of iodine supplementation in  
394 preconception, pregnancy and lactation, for the mother, the infant and the child highlighted  
395 inconclusive evidence<sup>(98)</sup>. There was indication of both of harm and of benefit in places of mild to  
396 moderate deficiency. The number of available studies was limited, potentially due to the ethical  
397 difficulties implementing studies with a placebo / control group in pregnancy. Potential benefits  
398 included lower likelihood of insufficient iodine status in pregnancy, congenital abnormalities,  
399 postpartum hyperthyroidism, neonatal goiter and neonatal insufficient iodine intake<sup>(98)</sup>. Potential  
400 harm included overactive thyroid function, nausea and vomiting during pregnancy. A cohort study in  
401 pregnant women with mild to moderate ID, including women receiving prenatal iodised (150µg)  
402 supplements (n=168), women who regularly used iodised salt (n=105) and a control group of women  
403 (n=160), found that TSH was significantly higher in women taking supplements than in the other two  
404 groups, and 26% of women had higher TSH than the upper limit for gestation. Consequently, as mild  
405 ID women that take daily a 200 µg iodine supplement from the beginning of their pregnancy might  
406 have an increased TSH and risk of maternal hyperthyrotrophinaemia, supplementation with iodine  
407 for a long period prior to conception is suggested for women living in mild to moderate deficient  
408 areas<sup>(99)</sup>. Iodine supplementation did not have an effect on thyroid dysfunction in a mild to moderate  
409 deficient area in Denmark, in thyroid peroxidase antibody (TPO-Ab) positive pregnant women.  
410 Women who participated in a placebo control RCT, received a daily mineral and vitamin tablet with  
411 or without 150µg iodine (no iodine, iodine during pregnancy only, iodine during pregnancy and  
412 postpartum) and postpartum thyroid dysfunction developed in 55% of the participants, without any  
413 difference between the three groups<sup>(100)</sup>.

414

415 Beside impact on iodine status and thyroid function, the effect of iodine (supplementation) on  
416 neurodevelopment is critical and should be the key outcome for assessment of supplementation  
417 efficacy. Iodine intervention studies in pregnancy have measured an actual cognitive outcome in  
418 children from 3 months to 5.4 years<sup>(101; 102; 103; 104; 105; 106; 107; 108; 109)</sup>. In India and Thailand , iodine  
419 supplementation in pregnancy did not lead to a measurable difference in verbal IQ, performance IQ  
420 or the global executive composite (GEC) score from the Behaviour Rating Inventory of Executive  
421 Function Preschool Version (BRIEF-P), assessed in children at 5.4 years (200 µg daily iodine or  
422 placebo during pregnancy)<sup>(109)</sup>. The Spanish multicentre mother-and-child cohort (INMA cohort,  
423 Valencia, Sabadell, Asturias and Gipuzkoa areas) in 1519 1-year-old infants showed a lower  
424 Psychomotor Development Index (PDI) score (- 4.9 and -5.5 points respectively) in children whose  
425 mothers were taking  $\geq 150$  µg/day from supplements compared to children whose mothers consumed  
426  $< 100$  µg/day iodine from supplements (Bayley scales of Infant Development for psychomotor and  
427 cognitive development) in the regions of Asturias and Valencia. When the results of all the areas were

428 put together for the comparison of these two groups ( $\geq 150$   $\mu\text{g}/\text{day}$  versus  $< 100$   $\mu\text{g}/\text{day}$  from  
429 supplements) a 1.5-fold increase in the odds of a PS score less than 85 was found (which might  
430 indicate a slight delay in neuropsychological development) but no difference for the Mental  
431 development index or UIC<sup>(106; 107)</sup>. Furthermore, no significant differences in children's neurological  
432 development were shown in iodine supplementation studies in pregnant women in Spain<sup>(108)</sup> and  
433 Australia<sup>(110)</sup>. However, the Australian study stopped without recruiting the required number of  
434 participants and results may be underpowered. A key factor in the interpretation of these studies is  
435 the age of assessment, since neurocognitive testing is not reliable in the youngest groups.

436  
437 Severe ID, mainly in early pregnancy, was shown to lead to cretinism in a trial of iodine  
438 supplementation through intramuscular injection<sup>(102)</sup>. Positive associations between supplementation  
439 in mild-to-moderate deficient areas and children's neurodevelopment was shown in Spain. Daily  
440 potassium iodide supplement (300  $\mu\text{g}/\text{day}$ ) in first trimester led to an increased PDI score in children  
441 (assessed at age 3-18 months)<sup>(105)</sup>. Positive results of iodine supplementation in pregnancy (200  $\mu\text{g}$   
442 KI/day) in relation to neurodevelopment have been also found in a study in 18-month-old children  
443 born to women with hypothyroxinemia in early pregnancy<sup>(104)</sup>. Finally, IQ score was 11.2 points  
444 higher (95% CI, 7.96- 14.46) in 4-23 months old children of women that received iodine via  
445 intramuscular injection during pregnancy (after the prenatal consultation between 20 and 36 weeks  
446 of gestation) or delivery; however, those studies were published 40-50 years ago, in areas with severe  
447 iodine deficiency and endemic goiter<sup>(101; 103)</sup>.

448  
449 From those intervention studies, there is overall a neutral or positive impact of supplementation  
450 during pregnancy on neurological development of the infant. However, the reliability of the different  
451 assessment methods of neurodevelopment in a very early age might be a potential reason for the non-  
452 conclusive results. More well-designed and longer-term studies are needed to draw conclusions,  
453 assessing neurological development in older children<sup>(111)</sup>.

454

### 455 **Considerations for the future**

456 The re-emergence of ID in the UK, highlighted in 2011<sup>(12)</sup>, is not a new public health concern anymore  
457 - however 60% of pregnant women still have an iodine intake lower than the WHO  
458 recommendation<sup>(18)</sup>. Eating patterns have changed in the last 20 years, with a decrease in milk  
459 intake<sup>(40)</sup>, potentially driven by commercial pressures and marketing (e.g. promotion of milk  
460 alternatives). Simultaneously, changes have occurred in farming practices, due to thyrotoxicosis from  
461 the high levels of iodine in milk as a result of the addition of iodine in cattle feed and use of iodophor  
462 disinfectants used in sanitisation<sup>(112; 113)</sup>. The consequences of ID are not limited to the peri-

463 conception and pregnancy periods, since the effects of ID are often lifelong and irreversible, thereby  
464 impacting on society, with decreased productivity and increase costs<sup>(67)</sup>. Prophylaxis via salt  
465 fortification is relatively cheap (2-7 US cents/kg, <5% of salt retail price)<sup>(114)</sup> but may not be a  
466 sufficient measure during pregnancy and lactation. Meanwhile, evidence of the benefits of  
467 supplementation is still unclear, and potential impacts on recommendations made by HCPs.

468

469 ID is a diet-related challenge, and the strategy to tackle this challenge must include public health and  
470 policy strategies, without ignoring the role of foods, dietary recommendation, and knowledge /  
471 awareness. The lack of involvement of diet and nutrition professionals as part of the solution, and the  
472 lacking nutrition content of most curriculum for the health profession are likely blunt the effectiveness  
473 of any given strategy and should be re-evaluated. Iodine-rich sources in the diet are varied and our  
474 qualitative study has shown that women of childbearing age are receptive to dietary and lifestyle  
475 changes as long as guidance and support is provided, inviting strategies in this area. However, dietary  
476 guidance during antenatal care is perceived to be insufficient and confusing, driving women to use  
477 other sources of information, sometime less credible<sup>(43)</sup>. A clear need for empowerment in pregnancy  
478 emerges, as women are willing to follow specific and comprehensive dietary advice in pregnancy.  
479 Public Health strategies and educative programs could therefore influence the improvement of  
480 nutritional status in the perinatal period and increase of iodine status of the population.

481

482 There is very limited evidence on the effectiveness of educative programs and food-based  
483 interventions in increasing iodine intake and improving iodine status of pregnant women, as studies  
484 tend to focus on the success, harm and benefits of supplementation and salt fortification. Our  
485 systematic review of the literature from 1990 to 2016 identified a lack of intervention studies focusing  
486 on foods (rather than supplements and fortification) or educative programs to increase iodine intake  
487 in pregnancy<sup>(115)</sup>. Of the three studies that met the inclusion criteria, one was a proposed study  
488 protocol<sup>(116)</sup>, another (LIMIT study, South Australia) was an intervention in overweight and obese  
489 women, at 10-12 weeks of gestation without specific focus on iodine<sup>(117)</sup>, and the third was a  
490 randomised controlled trial (Tehran, Iran) of pregnant women, between the 4th and 18th weeks of  
491 pregnancy<sup>(118)</sup>. The RCT, the only piece of evidence directly linked to iodine, concluded that the  
492 intervention (a 4-months educational program using face-to-face educational sessions, a leaflet in the  
493 second and the third trimesters, as well as telephone) increased knowledge, attitude and practice, but  
494 not iodine status. Iodine status was however reported as median UIC of the groups, measured from a  
495 single spot urine sample, and may not be the most appropriate tool to evaluate changes in status in  
496 this small group. Randomised controlled trials are urgently needed to examine the effectiveness of  
497 different approaches as well as the long-term health, neurocognitive and economic effects on the



498 population. Including food guidance as a dimension of any future intervention is a vital step before  
499 the implementation of policy and public health campaigns, which would also be socially and  
500 politically acceptable. The UK offers a great opportunity for further research, as it is an ideal terrain  
501 for interventions, lacking prophylaxis such as salt fortification and supplementation.

502

503 ID has been described as “the low-hanging fruit of public health” in the UK<sup>(119)</sup>. The challenge could  
504 be tackled through a range of strategies, including policy implementation (salt and staple foods  
505 iodisation, supplementation), educational campaigns for increased awareness in women and HCPs,  
506 and development of comprehensive food-based guidance for the general population, pregnancy and  
507 lactation. However, none of those potential solutions is in place now in the UK, and the problem of  
508 insufficiency has been consistently overlooked. Recently, the Scientific Advisory Committee on  
509 Nutrition (SACN) published an updated report on iodine, with no recommendations to revise the  
510 reference intake values<sup>(120)</sup>, indicating that the existing evidence might not be sufficient for a policy  
511 revision. Governmental actions are required, and the UK should follow the example of other  
512 countries, such as the US, Australia and New Zealand in policy for fortification and supplementation  
513 according to the WHO<sup>(16)</sup>. The cases of cessation of water fluoridation (in Scotland) and absence of  
514 mandatory fortification for folate are two similar examples of potential missed-opportunities to  
515 positively impact on population health, possibly through a more rigid policy-making framework  
516 compared to other Western nations. In less developed countries, focus on an increased household  
517 coverage with iodised salt, and addition of iodine to condiments, soybean paste and sauce is driven  
518 by the Iodine Global Network / ICCIDD strategy on global elimination of iodine deficiency<sup>(121; 122)</sup>.  
519 Co-existing deficiencies, such as iron, zinc and selenium should also be taken into consideration<sup>(123)</sup>,  
520 as they are important for thyroid function, improvement of the efficacy of iodine supplementation,  
521 and prevention of myxedematous cretinism<sup>(124)</sup>. The WHO is targeting micronutrient deficiencies  
522 globally by proposing a balanced and diversified diet, micronutrient supplementation and fortification  
523 of foods (i.e. sugar, salt, maize, oil, rice, wheat) with micronutrients (folic acid, iron, calcium, vitamin  
524 A, B12, zinc)<sup>(123)</sup>.

525

526 To address ID effectively, solutions should work synergistically. Changing dietary patterns is  
527 challenging, considering the unregulated commercial marketing of foods. The example of fruits and  
528 vegetables provides the evidence that dietary changes can happen, and interventions designed to  
529 increase a dietary component can be successful, although slow. Dietary change is however mostly  
530 effective in subgroups of the populations, leaving the lower socioeconomic groups and those with the  
531 greatest need (e.g. low income, homeless, socially deprived, urban migrant groups) untargeted<sup>(125;</sup>

532 <sup>126)</sup>. This in itself calls for a multipronged approach to tackle ID, in the UK and globally, depending  
533 on the needs and iodine status of each population.

534

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540

### 541 **Conflict of Interest**

542 None.

543

### 544 **Authorship**

545 M. B. gathered and critically appraised the literature and drafted the manuscript. E. C. and M. E. J.  
546 L. reviewed and contributed to the manuscript.

547

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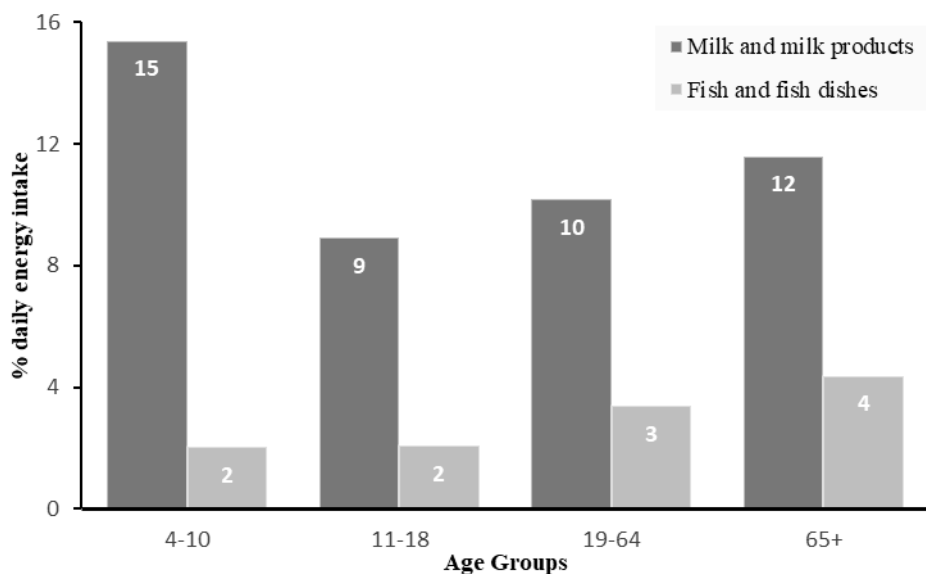
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831 **Tables and Figures**



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834 **Figure 1** Iodine-rich foods percentage contribution to daily average total energy intake in women in  
 835 the UK, based on their age group, based on the NDNS Rolling program (Years 5-6)<sup>(15)</sup>.

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837 **Table 1** Epidemiological criteria for assessing iodine nutrition in a population based on median and/or  
 838 range of urinary iodine concentrations<sup>(3)</sup>.

	Median urinary iodine (µg/l)	Iodine intake	Iodine nutrition
School children	<20	Insufficient	Severe iodine deficiency
	20-49	Insufficient	Moderate iodine deficiency
	50-99	Insufficient	Mild iodine deficiency
	100-199	Adequate	Optimal
	200-299	Above requirements	Likely to provide adequate intake for pregnant/lactating women, but may pose a slight risk in the overall population
	>300	Excessive	Risk of adverse health consequences (iodine-induced hyperthyroidism, autoimmune thyroid disease)
Pregnancy	<150	Insufficient	
	150-249	Adequate	
	250-499	More than adequate	
	≥500	Excessive	
Lactating women	<100	Insufficient	
	≥100	Adequate	



Children < 2 years old	<100	Insufficient
	≥100	Adequate

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840 **Table 2** Existing iodine recommendations (µg/day)

	<b>FAO/WHO (2004)</b>	<b>EFSA (2014)</b>	<b>US IoM (2001)</b>	<b>FSANZ (2006)</b>	<b>UK DoH (1991)</b>
Preschool children (0-59 months)	90	70-90	90	90	60-70
Schoolchildren (6-12 years)	120	90-120	90-120	90-120	100-130
Adolescents (>12 years) / Adults	150	150	150	150	140
Pregnancy	250	200	220	220	140
Lactation	250	200	290	270	140

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