

**Nursing and Midwifery Council
Fitness to Practise Committee**

**Substantive Order Review Hearing
Tuesday, 7 October 2025**

Virtual Hearing

Name of Registrant:	Nicole Angela Goebel
NMC PIN	98G13110
Part(s) of the register:	Registered Nurse – Adult Nursing RNA – (30 July 1998) Registered Midwife RM – (31 December 2001)
Relevant Location:	Cambridge
Type of case:	Misconduct
Panel members:	Fiona Abbott (Chair, Lay member) Vivienne Cooper-Thorne (Registrant member) Dora Waitt (Lay member)
Legal Assessor:	Charles Conway
Hearings Coordinator:	Nicola Nicolaou
Nursing and Midwifery Council:	Represented by Nawazish Choudhury, Case presenter
Ms Goebel:	Present and represented by Afzal Zami Syed Ali, of Thompsons Solicitors
Order being reviewed:	Conditions of practice order (18 months)
Fitness to practise:	Impaired
Outcome:	Order to lapse upon expiry in accordance with Article 30 (1), namely at the end of 11 October 2025

Decision and reasons on application for hearing to be held partly in private

At the outset of the hearing, Mr Ali, on your behalf, made a request that this case be held partly in private on the basis that reference may be made to your personal matters. The application was made pursuant to Rule 19 of the 'Nursing and Midwifery Council (Fitness to Practise) Rules 2004', as amended (the Rules).

Mr Choudhury, on behalf of the Nursing and Midwifery Council (NMC) did not oppose this application.

The legal assessor reminded the panel that while Rule 19(1) provides, as a starting point, that hearings shall be conducted in public, Rule 19(3) states that the panel may hold hearings partly or wholly in private if it is satisfied that this is justified by the interests of any party or by the public interest.

The panel determined to go into private session as and when reference is made to your personal matters in order to protect your privacy.

Decision and reasons on application for the panel to consider a separate NMC determination

Mr Choudhury invited the panel not to have regard to a separate NMC case which is being relied upon by Mr Ali, as it is not a binding authority on the panel. Mr Choudhury submitted that he received instructions from the NMC Senior Lawyer that a panel should not have sight of previous NMC determinations. Mr Choudhury submitted that the determination is publicly available on the NMC website, but that it is subject to the individual facts of that particular case and therefore the panel is not bound by the decision of a previous panel.

Mr Ali submitted that the case in question deals with the same point of law and that the nature of the cases are the same. He submitted that it is not being submitted as a binding precedent on today's panel. He referred the panel to the NMC guidance REV-2h '*Removal from the register when there is a substantive order in place*' and submitted that the guidance does not deal with the separation of nursing and midwifery registration.

Mr Ali submitted that the panel would benefit from having sight of the procedure that was followed by the panel in the case in question. He submitted that he is not inviting the panel to adopt the outcome of the case.

The panel accepted the advice of the legal assessor.

The panel considered that the NMC determination, though not binding on the panel, is of persuasive relevance. It noted that there is other evidence before it that sets out the same position from the NMC regarding registration in different parts of the register. The panel therefore determined to retain the NMC determination.

Decision and reasons on review of the substantive order

The panel decided to allow the order to lapse upon its expiry.

The current conditions of practice order will lapse at the end of 11 October 2025 in accordance with Article 30(1) of the 'Nursing and Midwifery Order 2001' (the Order).

This is the sixth effective review of a substantive conditions of practice order originally imposed for a period of 12 months by a Fitness to Practise Committee panel on 11 December 2017. This order was reviewed on 6 December 2018 and extended for a further period of 18 months, with some variations to the conditions. A second review was held on 29 May 2020, when the order was extended for a further period of 3 months. At the third review on 4 September 2020, the order was extended for a period of 2 years. The order was reviewed for a fourth time on 2 September 2022, and was extended for a period of 18 months. The conditions of practice order was last reviewed on 8 April 2024 where the panel extended the conditions of practice order for a further 18 months with some variations to the conditions.

The current order is due to expire at the end of 11 October 2025.

The panel is reviewing the order pursuant to Article 30(1) of the Order.

The charges found proved which resulted in the imposition of the substantive order are as follows:

'That you, a Registered Midwife, whilst employed as a Band 7 Midwife by Cambridge University Hospitals NHS Foundation Trust:

On 6 December 2013:

1. At or around 16:05:

1.1. Failed to properly interpret a CTG in that you categorised it as suspicious when it was pathological;

1.2. Failed to request that the CTG was reviewed by another midwife;

1.3. Failed to refer Patient A for an obstetric opinion.

2. Between 17:05 and 18:50 failed to refer Patient A for an obstetric opinion.

3. Administered Syntocinon to Patient A when this was not properly prescribed.

4. ...

On 20 April 2015

5. Between 16:40 and 18:20, on one or more occasions, did not record a categorisation and / or incorrectly categorised Patient C's CTG;

6. Between 16:40 and 1820, on one or more occasions, did not escalate Patient C to the Obstetric team when it would have been appropriate to do so;

7. At around 18:16 told Colleague E to press the normal buzzer, rather than the emergency buzzer, to seek assistance for Patient C;

8. Performed a perineal massage / stretching on Patient C;

9. *Performed vaginal examinations on Patient C more frequently than was necessary;*

10. *At approximately 18:08 performed an episiotomy on Patient C when it was not appropriate to do so;*

11. *At approximately 18:15 extended the episiotomy when it was not appropriate to do so;*

12. *Administered a second dose of local anaesthetic to Patient C;*

13. *Told Patient C that Baby D was:*

13.1. *"Doing well;"*

13.2. *Very bonny."*

And in light of the above, your fitness to practise is impaired by reason of your misconduct'

The fifth reviewing panel determined the following with regard to impairment:

'The panel noted that the previous reviewing panels identified that the remaining concerns about your practice related solely to your midwifery practice, not to your practice as a registered nurse. It further noted that since the last hearing, you have continued to work as a nurse, you have been willingly engaged with the NMC's proceedings and there have been no concerns raised about your nursing practice.

The panel determined that the charges found proved relate to your midwifery practice and that, although you are applying for midwifery roles, you have not yet been successful and therefore not independently practised as a midwife for over nine years. The panel noted that although you have provided evidence of training and reflective pieces demonstrating your insight, you have been unable to demonstrate how you have embedded this training and learning into safe clinical practice. The panel determined that you have therefore not remedied the

outstanding concerns regarding your midwifery practice. On this basis, your fitness to practice as a midwife remains impaired on public protection grounds.

The panel has borne in mind that its primary function is to protect patients and the wider public interest which includes maintaining confidence in the nursing profession and upholding proper standards of conduct and performance. The panel determined that a well-informed member of the public would be concerned if a midwife that had not been able to demonstrate safe and effective practice in the areas of concern identified was allowed to return to unrestricted practice. The panel therefore determined that a finding of continuing impairment on public interest ground is also required.

For these reasons, the panel finds that your fitness to practise remains impaired on the grounds of public protection and in the wider public interest.'

The fifth reviewing panel determined the following with regard to sanction:

'The panel next considered whether imposing a further conditions of practice order on your registration would still be a sufficient and appropriate response. The panel is mindful that any conditions imposed must be appropriate, measurable, proportionate and workable.

The panel noted that you have not been able to fully engage with the conditions of practice order as you have not worked as a midwife for over nine years. It further noted that you now have plans to return to midwifery practice and are applying for roles. The panel determined that in order to protect the public, it was necessary to vary the current conditions of practice order.

Therefore, the panel was satisfied that a varied conditions of practice order, continued to be the appropriate and proportionate order which would sufficiently protect the public and the wider public interest.

The panel was of the view that to impose a suspension order or a striking-off order would be wholly disproportionate and would not be reasonable in the circumstances of your case.

The panel was satisfied that there are conditions that are workable and measurable and that could be formulated which would sufficiently protect the public.

[...]

The panel determined that an 18-month extension of the varied conditions of practice order should give you sufficient time to take the necessary steps to secure and commence employment as a midwife, engage with the conditions of practice and demonstrate safe and effective midwifery practice. You are able to request an early review should you feel it appropriate and have sufficient evidence to demonstrate strengthened and safe practice as a midwife.

It decided to impose the following conditions which it considered are appropriate and proportionate in this case:

Whilst working as a midwife:

- 1. You must work under the direct supervision of a Band 6 midwife or above until you are assessed as competent by your employer to work under indirect supervision.*
- 2. You must work with your line manager, mentor or supervisor (or their nominated deputy) to create a personal development plan designed to demonstrate your competence in clinical practice in the following areas:*
 - a. CTG interpretation;*
 - b. Escalation;*
 - c. Team communication skills & collaborative working.*

3. You must meet with your line manager, mentor or supervisor (or their nominated deputy) at least every two weeks for the first three months and thereafter at least once a month, to discuss the standard of your performance and your progress towards achieving the aims set out in your personal development plan.

4. You must forward to the NMC a copy of your personal development plan within 28 days of the date on which you take up a midwifery appointment.

5. You must send a report from your line manager, mentor or supervisor (or their nominated deputy) setting out the standard of your performance and your progress towards achieving the aims set out in your personal development plan to the NMC at least 14 days before any NMC review hearing or meeting.

General Conditions:

6. You must tell the NMC within 14 days of any nursing or midwifery appointment (whether paid or unpaid) you accept within the UK or elsewhere, and provide the NMC with contact details of your employer.

7. You must immediately tell the following parties that you are subject to a conditions of practice order under the NMC's fitness to practise procedures, and disclose the conditions listed at (1) to (6) above, to them.

- a. Any organisation or person employing, contracting with, or using you to undertake nursing or midwifery work.*
- b. Any agency you are registered with or apply to be registered with (at the time of application) to provide nursing or midwifery services.*

c. prospective employer (at the time of application) where you are applying for any nursing or midwifery appointment.

d. Any educational establishment at which you are undertaking a course of study connected with nursing or midwifery, or any such establishment to which you apply to take such a course (at the time of application).

8. You must tell the NMC about any professional investigation started against you and/or any professional disciplinary proceedings taken against you within 14 days of you receiving notice of them.

a. You must within 14 days of accepting any post or employment requiring registration with the NMC, or any course of study connected with nursing or midwifery, provide the NMC with the name/contact details of the individual or organisation offering the post, employment or course of study.

b. You must within 14 days of entering into any arrangements required by these conditions of practice provide the NMC with the name and contact details of the individual/organisation with whom you have entered into the arrangement.'

Decision and reasons on current impairment

The panel has considered carefully whether your fitness to practise remains impaired. Whilst there is no statutory definition of fitness to practise, the NMC has defined fitness to practise as a registrant's suitability to remain on the register without restriction. In considering this case, the panel has carried out a comprehensive review of the order in light of the current circumstances. Whilst it has noted the decision of the last panel, this panel has exercised its own judgement as to current impairment.

The panel has had regard to all of the documentation before it, including the NMC bundle, and documentation provided by you.

Mr Choudhury submitted that you have continued to engage with the NMC regarding these proceedings. He submitted that during these proceedings you have worked for a number of years as a registered nurse, but that you have not worked at any point in time as a registered midwife. He submitted that you have failed to discharge your persuasive burden as there is no evidence before the panel today to demonstrate that you have remedied the outstanding concerns identified in relation to your midwifery practice.

Mr Choudhury submitted that there is a risk of repetition and consequent risk of harm in respect of the aspects of your midwifery registration and invited the panel to make a finding of current impairment on the ground of public protection.

Regarding what order the NMC are seeking, Mr Choudhury submitted that this is a matter for the panel's discretion. He submitted that if the panel decides to allow the order to lapse, it can only lapse with a finding of current impairment. Mr Choudhury submitted that should the panel allow the order to lapse, you would not be able to practise as a registered nurse or midwife.

Mr Ali submitted that you do not intend to practise as a midwife, and would like to focus on your nursing registration only. He submitted that a finding of impairment should only be made for the fact that you could not undertake the unpaid hours of training to remedy the concerns in relation to your midwifery practice. Mr Ali submitted that you understand that should the current conditions of practice order be allowed to lapse, this applies to both your nursing and midwifery registration.

Mr Ali referred the panel to the testimonials provided by your colleagues who have supervised you which attest to your competence and ability as a registered nurse. However, Mr Ali submitted that as you are dual registered, you have to be equally qualified to practise without restriction on both aspects of your registration.

Mr Ali submitted that the sanction imposed is a matter for the panel, but that it is an agreed position between you and the NMC that the conditions of practice order should be allowed to lapse with a finding of current impairment.

The panel heard and accepted the advice of the legal assessor.

In reaching its decision, the panel was mindful of the need to protect the public, maintain public confidence in the profession and to declare and uphold proper standards of conduct and performance.

The panel considered whether your fitness to practise remains impaired.

The panel noted that the last reviewing panel found no concerns in relation to the nursing part of your registration. Today's panel adopts the same view. The panel had sight of the Employee Appraisal and Development Conversation dated 26 February 2025, provided by your line manager, a ward sister at the trust where you work as a deputy sister, which is positive and attests to your competence as a registered nurse. The panel also took into account your reflective piece in which you have demonstrated an increased understanding as to your professional responsibilities.

However, there is no evidence before the panel to suggest that you can practise safely as a registered midwife. The panel noted that you have not been able to secure a midwifery role and therefore have not addressed or remedied the concerns in respect of your midwifery practice. As such, the panel considered that you have not been able to demonstrate safe and effective practice in this role. The panel therefore considered that there remains a risk of repetition and subsequent risk of harm to the public and therefore decided that a finding of continuing impairment is necessary on the ground of public protection.

The panel has borne in mind that its primary function is to protect patients and the wider public interest which includes maintaining confidence in the midwifery profession and upholding proper standards of conduct and performance. The panel determined that, in this case, a finding of continuing impairment on public interest grounds is also required.

For these reasons, the panel finds that your fitness to practise remains impaired in relation to your midwifery practice.

Decision and reasons on sanction

Having found your fitness to practise currently impaired, the panel then considered what, if any, sanction it should impose in this case. The panel noted that its powers are set out in Article 30 of the Order. The panel has also taken into account the 'NMC's Sanctions Guidance' (SG) and has borne in mind that the purpose of a sanction is not to be punitive, though any sanction imposed may have a punitive effect.

The panel had regard to its previous findings on impairment in coming to this decision. It bore in mind that its primary purpose is to protect the public and maintain public confidence in the midwifery profession and the NMC as its regulator. In this case, there were no concerns regarding your nursing practice, and the concerns solely relate to the midwifery aspect of your registration.

The panel acknowledged that it is not your intention to continue practising as a midwife, and that you would like to focus on the nursing aspect of your registration. The panel took into account the email from your representative to the NMC dated 11 September 2025 which stated:

[...] Nicole wishes to formally confirm that she no longer intends to practise as a midwife and would like to explore the possibility of lapsing her midwifery registration. We would be grateful if you could advise whether there is a process in place that would allow her to do so, while retaining her registration as a nurse and continuing to comply with any relevant conditions of practise on her nursing registration if necessary. [...]

The panel also took into account your reflective piece dated October 2025 which stated:

[...] I have decided to no longer pursue my conditions on my midwifery registration and focus on my nursing as I am in a well-supported environment. I have no wish to practice midwifery. [...]

The panel considered that you cannot be removed from the midwifery part of the register without also being removed from the nursing part. It took into account the submissions from both Mr Choudhury and Mr Ali that it is a joint position for the current conditions of practice order to lapse with a finding of current impairment.

The panel had regard to the NMC guidance REV-2h *'Removal from the register when there is a substantive order in place'* last updated 30 August 2024. The panel had particular regard to the following:

'This guidance is intended to help substantive order review panels decide what action to take where

- *a professional hasn't addressed outstanding fitness to practise concerns, and*
- *continuing/imposing a conditions of practice order or suspension order is unlikely to mean the professional will return to safe unrestricted practice within a reasonable period of time.*

[...]

Ways of leaving the register while impaired

[...]

2. Lapse with impairment [...]

A panel will allow a professional to lapse with impairment where:

- *the professional would no longer be on the register but for the order in place;*
- *the panel can no longer conclude that the professional is likely to return to safe unrestricted practice within a reasonable period of time;*
- *a striking off order isn't appropriate.*

[...]

Circumstances where lapse with impairment is likely to be appropriate include where:

- [...] *the lack of progress is attributable wholly or in significant part to matters outside the professional's control (e.g. health, immigration status, the ability to find work or other personal circumstances).*'

The panel considered that the conditions of practice order had been in place since 2017 and although you had engaged with the NMC throughout the proceedings, you had not been able to obtain work in a midwifery role. The panel therefore considered that allowing the order to lapse with a finding of current impairment was an appropriate outcome as there is no meaningful purpose to impose a further conditions of practice order.

Therefore, the substantive conditions of practice order will be allowed to lapse, with a finding of current impairment, at the end of the current period of imposition, namely the end of 11 October 2025 in accordance with Article 30(1). The effect of this is that you will no longer be on the NMC register, and will not be able to practise as a registered nurse or midwife.

This does not preclude you from applying for readmission to the register as a registered nurse, as the finding of current impairment is in relation to your midwifery practice only.

This will be confirmed to you in writing.

That concludes this determination.