

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

**Substantive Order Review Hearing
Friday, 5 September 2025**

Virtual Hearing

Name of Registrant:	Nanette Combatir Florida
NMC PIN	02H1104O
Part(s) of the register:	Registered Nurse – Sub Part 1 Adult Nursing (Level 1) – 19 August 2002
Relevant Location:	Bury
Type of case:	Misconduct
Panel members:	Mark Gower OBE (Chair, lay member) Amanda Revill (Registrant member) Clare Taggart (Lay member)
Legal Assessor:	Natalie Amey-Smith
Hearings Coordinator:	Stanley Udealor
Nursing and Midwifery Council:	Represented by Zainab Mohamed, Case Presenter
Mrs Florida:	Present and represented by Near Maqboul, instructed by the Royal College of Nursing (RCN)
Order being reviewed:	Conditions of practice order (9 months)
Fitness to practise:	Impaired
Outcome:	Conditions of practice order (12 months) to come into effect on 15 October 2025 in accordance with Article 30 (1)

Decision and reasons on review of the substantive order

The panel decided to vary the current conditions of practice order.

This order will come into effect at the end of 15 October 2025 in accordance with Article 30(1) of the 'Nursing and Midwifery Order 2001' (the Order).

This is the third effective review of a substantive suspension order originally imposed for a period of 6 months by a Fitness to Practise Committee panel on 19 October 2023. The order was first reviewed on 2 May 2024 when a conditions of practice order was imposed for 9 months. The order was further reviewed on 16 January 2025 when the conditions of practice order was varied and extended for 9 months

The current order is due to expire at the end of 15 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 were as follows:

'That you, a registered nurse, whilst employed at Fairfield General Hospital;

1) ...

2) ...

3) ...

4) *On or around 16 August 2017, inaccurately recorded Patient E's intentional rounding log to indicate that;*

a) ...

b) *Patient E had declined skin care checks*

- 5) ...
- 6) *Your actions in charge 4 b) were dishonest, as you knew Patient E had not declined skin care checks, but you sought to represent that they had.*
- 7) *On or around 26 July 2018;*
- a) *Did not wear Personal Protective Equipment, namely an apron when administering IV Omeprazole to Patient A.*
 - b) ...
 - c) ...
 - d) *Incorrectly flushed the cannula with 0.9 % Saline 50ml following the administration of IV Omeprazole to Patient A.*
 - e) *Did not record that you had incorrectly flushed the peripheral cannula with Saline 50 ml in Patient A's notes.*
 - f) *Did not document/monitor Patient A's fluid intake and urine output on an hourly basis.*
- 8) *On or around 27 July 2018, incorrectly recorded Patient A's NEWS score as green.*
- 9) *On or around 27 July 2018;*
- a) ...
 - b) *Failed to offer Patient B a skin care check at 14:00*
 - c) *Inaccurately signed Patient B's rounding log to indicate that he had declined a skin care check at 14:00.*
 - d)
 - (i) ...
 - (ii) ...
 - (iii) ...
 - e) ...

10) *Your actions in charge 9 c) above were dishonest as you knew Patient B had not declined a skin care check at 14:00, but you sought represent that they had.*

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

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

'The panel considered whether your fitness to practise remains impaired.

The panel noted that the last reviewing panel found that you had good insight. Today's panel were of the view that while you continue to have developed further insight, there were still concerns about your ability to practise safely with regard to IV administration and infection control practice.

The panel noted that you had five years of incident free practice following the allegations, however, your clinical skills as a nurse have not been tested fully following the charges that were found proved. The panel noted that the burden is on you the registrant nurse to show that you are no longer impaired, and because you haven't had the opportunity to gain employment as a registered nurse, you have not been able to work in a setting to address your previous failings.

In its consideration of whether you have taken steps to strengthen your practice, the panel took into account your reflective piece and various training certificates which showed that even though you were not currently working as a nurse but as a health care assistant in a care home, you did endeavour to show a willingness to improve your practice there is evidence however of you strengthening your practice in regards to record keeping, and therefore today's panel has

determined that there is no longer a competency issue in relation to record keeping.

The panel did find that there has been no evidence of any further strengthening of practice in a clinical setting as a registrant, particularly in relation to IV drug administration, however it is noted that this is partly due to the fact that the care home you currently work at does not administer IV therapy.

Today's panel were also of the opinion that since you are unable to show strengthening of IV practice as a nurse, there remains a risk or repetition as the concerns arising from the charges found proved have not been remediated. The panel therefore decided that a finding of continuing impairment is necessary on the grounds 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 nursing 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 not required.

For these reasons, the panel finds that your fitness to practise remains impaired.'

The second reviewing panel determined the following with regard to 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 next considered whether imposing a varied 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 proportionate, measurable and workable.

The panel determined that it would be possible to formulate appropriate and practical conditions which would address the failings highlighted in this case. The panel accepted that you have been engaging with the NMC but you were unable to comply with conditions of practice due to your current employment status as a health care assistant but you are engaging with the NMC and are willing to comply with any conditions imposed.

The panel was of the view that a varied conditions of practice order is sufficient to protect patients, noting as the original panel did that there was no evidence of general incompetence and more so a lack of opportunities to be able to demonstrate clinical skills as a nurse. In this case, there are conditions that could be formulated which would protect patients during the period they are in force.

The panel was of the view that to impose a suspension order or a striking-off order would be wholly disproportionate.

Accordingly, the panel determined, pursuant to Article 30(1)(c) to make a conditions of practice order for a period of 9 months, which will come into effect immediately, namely at the end of 16 January 2025. It decided to impose the following conditions which it considered are appropriate and proportionate in this case:

‘For the purposes of these conditions, ‘employment’ and ‘work’ mean any paid or unpaid post in a nursing, midwifery or nursing associate role. Also, ‘course of study’ and ‘course’ mean any course of educational study connected to nursing, midwifery or nursing associates.

1. *You must limit your nursing practice to one substantive employer which can be an agency.*
2. *You must obtain and provide a monthly record or supervision notes in the form of a report/feedback log or clinical competence checklist from a registered nurse, focusing on your clinical practice and in particular, infection prevention control.*
3. *You must not administer IV drugs, until you have completed satisfactorily your IV passport or an NHS Trust equivalent.*
4. *You must keep us informed about anywhere you are working by:*
 - a. *Telling your case officer within seven days of accepting or leaving any employment.*
 - b. *Giving your case officer your employer's contact details.*
5. *You must keep us informed about anywhere you are studying by:*
 - a. *Telling your case officer within seven days of accepting any course of study.*
 - b. *Giving your case officer the name and contact details of the organisation offering that course of study.*
6. *You must immediately give a copy of these conditions to:*
 - a. *Any organisation or person you work for.*
 - b. *Any agency you apply to or are registered with for work.*
 - c. *Any employers you apply to for work (at the time of application).*
 - d. *Any establishment you apply to (at the time of application), or with which you are already enrolled, for a course of study.*
7. *You must tell your case officer, within seven days of your becoming aware of:*
 - a. *Any clinical incident you are involved in.*

- b. Any investigation started against you.*
 - c. Any disciplinary proceedings taken against you.*
- 8. You must allow your case officer to share, as necessary, details about your performance, your compliance with and / or progress under these conditions with:*
 - a. Any current or future employer.*
 - b. Any educational establishment.*
 - c. Any other person(s) involved in your retraining and/or supervision required by these conditions'*

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 Nursing and Midwifery Council (NMC) has defined fitness to practise as a registrant's suitability to be a safe, kind and professional nurse. 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 your on-table bundle. It has taken account of the submissions made by Ms Mohamed on behalf of the NMC and the submissions of Ms Maqboul on your behalf.

Ms Mohamed took the panel through the background of the case and referred it to the relevant pages within the bundle.

Ms Mohamed submitted in considering this case, the panel should carry out a comprehensive review of the order in light of the current circumstances and the information before it. She asserted that there is no evidence to suggest that you have fully addressed the risks in this case and the deficiencies in your nursing practice.

Ms Mohamed highlighted that you have not been able to obtain employment as a registered nurse and therefore you had not had the opportunity to demonstrate compliance with the current conditions of practice order. She submitted that there is therefore an ongoing risk to patient safety if you were allowed to practise without restrictions. Ms Mohamed therefore invited the panel to find that your fitness to practise remains impaired on public protection grounds alone.

With respect to sanction, Ms Mohamed stated that this is a matter entirely for the panel's judgement. She reminded the panel to take into account the NMC's sanctions guidance when making its decision on sanction. Ms Mohamed submitted that the panel may wish to impose a further conditions of practice order to provide you with the opportunity to obtain employment and demonstrate compliance with the conditions of practice order.

In respect of the length of the order, Ms Mohamed submitted that is a matter for the panel's judgement, but it may be more practical to impose an order for a period of 12 months in order to provide you with sufficient time to obtain employment and demonstrate compliance with the order.

In response to the panel's question as to your compliance with condition two of the current conditions of practice order, Ms Mohamed submitted that the current order would only come into effect when you secure employment as a registered nurse.

Ms Maqboul submitted that it is conceded that your fitness to practise remains impaired on the grounds of public protection by virtue of the fact that you have been unable to demonstrate compliance with the current conditions of practice order, particularly in respect of condition two. She submitted that your non-compliance was through no fault of yours as despite attempts to secure employment as a registered nurse, you have been unsuccessful in that regard as prospective employers are reluctant to employ you under the current conditions of practice order.

Ms Maqboul referred the panel to your on-table bundle and highlighted that you have provided an updated reflective statement. She highlighted that you are currently working as a healthcare assistant in a care home and your employer has provided a positive reference on your behalf, noting that there have been no concerns raised about your

performance. She submitted that you have not been able to comply with conditions two and three of the current order due to your inability to secure employment as a registered nurse.

Ms Maqboul invited the panel to consider extending the current conditions of practice order for a period of nine to twelve months. She submitted that this would provide you with the opportunity to obtain employment as a registered nurse and demonstrate compliance with the current order.

In response to the panel question on the undated reflective statement, Ms Maqboul stated that your reflective statement was made in preparation for this hearing and it was completed last week.

With respect to the panel's question as to your compliance with condition three of current order, Ms Maqboul stated that you are yet to complete the intravenous (IV) passport or an NHS Trust equivalent. She stated that your understanding is that there are two components which includes a practical course and an online training. She stated that the practical course could only be completed after you had concluded with the online training. In terms of future plans, Ms Maqboul stated that you plan to continue to work with your current employer at the care home and hopefully secure employment as a registered nurse there. You are scheduled to have a meeting with your manager to discuss your future career prospects.

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 that you had developed further insight into your misconduct but there were still concerns about your ability to practise safely with regard to IV administration and infection control practice. Today's panel took into account

that you have continued to reflect on your misconduct and you have provided an updated reflective statement. It noted that you have complied with the recommendations of the last reviewing panel as you have continued to engage actively with the NMC proceedings and you have provided positive references made on your behalf. The panel further noted that you have undertaken relevant training courses in the areas of concern.

Nevertheless, the panel considered that you are yet to fully comply with the current conditions of practice order. The panel noted that you are yet to complete the IV passport or an NHS Trust equivalent and therefore you have not strengthened your nursing practice in the area of IV administration. The panel also noted that you are currently working as a healthcare assistant, and you have been unable to secure employment as a registered nurse. Therefore, you have not yet had the opportunity to strengthen your practice and demonstrate your clinical competence, particularly in the areas of IV administration and infection prevention control.

In light of this, the panel determined that there remains a real risk of repetition and a consequent risk of harm to the public. It therefore concluded that a finding of continuing impairment is necessary on the grounds 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 nursing profession and upholding proper standards of conduct and performance. The panel determined that, given your progress in remediating the public interest concerns in this case, a finding of impairment on public interest grounds is not required.

For these reasons, the panel finds that your fitness to practise remains impaired on public protection grounds alone.

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 first considered whether to take no action but concluded that this would be inappropriate in view of the seriousness of the case. It had found that you have not sufficiently strengthened your nursing practice. The panel therefore decided that taking no action would be neither proportionate nor protect the public

The panel then considered the imposition of a caution order but again determined that, due to the seriousness of the case, and the public protection issues identified, an order that does not restrict your nursing practice would not be appropriate in the circumstances. The SG states that a caution order may be appropriate where *'the case is at the lower end of the spectrum of impaired fitness to practise and the panel wishes to mark that the behaviour was unacceptable and must not happen again.'* The panel considered your misconduct was not at the lower end of the spectrum and that a caution order would be inappropriate in view of the issues identified. The panel decided that a caution order would not protect the public.

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 proportionate, measurable and workable.

The panel considered that you have not been able to comply with the current conditions of practice. Despite your efforts, you have been unable to secure employment as a registered nurse and have not completed all your IV passport or an NHS Trust equivalent. The panel heard from Ms Maqboul that you have completed an online element of this training and provided evidence of this. However, it still remains that you will need to complete practical elements, any aspect that remains outstanding and an assessment. The panel also noted your progress so far in further developing your insight into your misconduct and in remediating the concerns. It noted that you have been actively engaging with these proceedings and that you require further time to secure a nursing role in order to take steps to strengthen your practice.

The panel therefore determined that a conditions of practice order remains appropriate and proportionate to address the failings highlighted in this case. It was of the view that a further conditions of practice order remains sufficient to protect the public.

The panel was of the view that to impose a suspension order or striking-off order would be wholly disproportionate and would not be a reasonable response in the circumstances of this case given that such an order would deprive you of the opportunity to strengthen your nursing practice.

Accordingly, the panel determined, pursuant to Article 30(1)(c) to vary the current conditions of practice order and extend it for a period of 12 months, which will come into effect on the expiry of the current order, namely at the end of 15 October 2025. It decided to impose the following conditions which it considered are appropriate and proportionate in this case:

‘For the purposes of these conditions, ‘employment’ and ‘work’ mean any paid or unpaid post in a nursing, midwifery or nursing associate role. Also, ‘course of study’ and ‘course’ mean any course of educational study connected to nursing, midwifery or nursing associates.

1. You must limit your nursing practice to one substantive employer which can be an agency.
2. You must obtain and provide a monthly record or supervision notes in the form of a report/feedback log or clinical competence checklist from a registered nurse, focusing on your clinical practice and in particular, infection prevention control.
3. You must not administer IV drugs, until you have passed your IV passport or an NHS Trust equivalent including practical assessment of your competency. Evidence of such completion should be provided to your case officer prior to any future NMC review hearing or meeting.

4. You must keep us informed about anywhere you are working by:
 - a. Telling your case officer within seven days of accepting or leaving any employment.
 - b. Giving your case officer your employer's contact details.
5. You must keep us informed about anywhere you are studying by:
 - a. Telling your case officer within seven days of accepting any course of study.
 - b. Giving your case officer the name and contact details of the organisation offering that course of study.
6. You must immediately give a copy of these conditions to:
 - a. Any organisation or person you work for.
 - b. Any agency you apply to or are registered with for work.
 - c. Any employers you apply to for work (at the time of application).
 - d. Any establishment you apply to (at the time of application), or with which you are already enrolled, for a course of study.
7. You must tell your case officer, within seven days of your becoming aware of:
 - a. Any clinical incident you are involved in.
 - b. Any investigation started against you.
 - c. Any disciplinary proceedings taken against you.
8. You must allow your case officer to share, as necessary, details about your performance, your compliance with and / or progress under these conditions with:
 - a. Any current or future employer.
 - b. Any educational establishment.

- c. Any other person(s) involved in your retraining and/or supervision required by these conditions

The period of this order is for twelve months in order to provide you with sufficient time to obtain employment as a registered nurse and demonstrate compliance with the conditions of practice order.

This conditions of practice order will take effect upon the expiry of the current conditions of practice order, namely the end of 15 October 2025 in accordance with Article 30(1).

Before the end of the period of the order, a panel will hold a review hearing to see how well you have complied with the order. At the review hearing, the panel may revoke the order or any condition of it, it may confirm the order or vary any condition of it, or it may replace the order for another order.

Any future panel reviewing this case would be assisted by:

- Your continuing engagement with the NMC proceedings.
- Updated testimonials, including at least one from your current manager and other staff you have recently worked alongside.

This will be confirmed to you in writing.

That concludes this determination.