

**INTER-AMERICAN COMMISSION ON HUMAN RIGHTS  
RESOLUTION 49/2025**

Precautionary Measure No. 262-24  
Dumar Eliecer Blanco Ruiz regarding Colombia<sup>1</sup>  
July 21, 2025  
Original: Spanish

**I. INTRODUCTION**

1. On February 20, 2024, the Inter-American Commission on Human Rights (“the Inter-American Commission”, “the Commission” or “the IACHR”) received a request for precautionary measures filed by Dumar Eliecer Blanco Ruiz (“the requesting party” or “proposed beneficiary”) urging the Commission to require that the State of Colombia (“the State” or “Colombia”) adopt the necessary measures to protect his rights to life and personal integrity. According to the request, the proposed beneficiary has reported acts of corruption by the authorities and criminal acts committed by non-state armed groups in the country. Consequently, it was alleged that he is facing risks attributed to non-state actors. Moreover, the request questions the measures that the State has implemented for his protection.

2. The Commission requested additional information from the applicant on May 16, 2024. The applicant provided a response on May 18, June 7, June 25, and July 14, 2024. In the terms of Article 25 (5), the IACHR requested details from both parties on September 26, 2024. The applicant provided additional information on October 10, 2024. The State presented its report on October 11, 15, 22, and 31, 2024. The applicant provided additional information on October 20, November 4, and 19, 2024. The Commission forwarded information between the parties on December 12, 2024. The applicant issued its response on December 17 and 23, 2024. The State sent its communication on December 23 and 26, 2024. The applicant submitted additional information on January 1 and 24, 2025. The IACHR forwarded information between the parties on March 7, 2025. The applicant provided its response on March 14, 28 and 29, as well as on April 2, 2025. The State submitted its report on April 4, 2025, following a time extension. Lastly, the applicant provided further information on April 4, May 20, May 29, and June 10, 2025.

3. Upon analyzing the submissions of fact and law furnished by the parties, the Commission finds that the information presented shows *prima facie* that the proposed beneficiary is in a serious and urgent situation, given that his rights to life and personal integrity are at risk of irreparable harm. Therefore, the Commission requests that Colombia: a) adopt the necessary measures to protect the rights to life and integrity of the beneficiary; b) implement the necessary measures so that Dumar Eliecer Blanco Ruiz can carry out his activities as a political actor or human rights defender, as appropriate, without being subjected to threats, harassment, or other acts of violence in the exercise of his work; c) consult and agree upon the measures to be adopted with the beneficiary and his representatives; and d) report on the actions taken to investigate the alleged facts that gave rise to this resolution, so as to prevent such events from reoccurring.

**III. SUMMARY OF FACTS AND ARGUMENTS**

**A. Information provided by the requesting party**

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<sup>1</sup> In accordance with Article 17.2 of the Rules of Procedure of the IACHR, the Commissioner Carlos Bernal Pulido, of Colombian nationality, did not participate in the debate and deliberation of this matter.

4. The proposed beneficiary stated that he is a human rights defender, a political leader, and a former candidate for the Arauca Departmental Assembly representing the *Centro Democrático* party. He reported that, as part of his work, he has denounced acts of corruption committed by various authorities and criminal acts perpetrated by the Revolutionary Armed Forces of Colombia (FARC) and the National Liberation Army (ELN). As a result of these actions, he has been subjected to kidnapping, forced displacement, harassment, and multiple threats, mainly by non-state armed groups.

5. In this context, a record issued by the Unit for Victims (*Unidad para las Víctimas*) on November 18, 2024, was attached, certifying that the proposed beneficiary has been the victim of three incidents of forced displacement: the first on April 13, 2021, in Casanare; the second on January 7, 2022, in Arauca; and the third on November 11, 2023, also in Arauca. The document also detailed that he has suffered an attack on January 8, 2022, in Arauca; a kidnapping on November 10, 2023; and four threats on April 16, 2021, September 26, 2023, November 10, 2023, and April 28, 2024.<sup>2</sup>

6. The proposed beneficiary indicated that, following the elections for the Arauca Departmental Assembly, on November 9, 2023, the National Protection Unit (UNP) withdrew the protection detail consisting of two agents and an armored vehicle. After this, he was allegedly kidnapped by guerrillas in the municipality of Tame, Arauca. Consequently, in 2023, the proposed beneficiary left the country. On March 8, 2024, the institution informed him that the risk assessment in his favor had been suspended given that he was living in another country.<sup>3</sup> He returned to Colombia on April 26, 2024.

7. The proposed beneficiary reported having filed a complaint with the Office of the Attorney General regarding various criminal acts committed against him. Among them are the following:

- On December 1, 2023, the proposed beneficiary allegedly received Facebook messages containing images of a dead body in a vehicle, along with a threat suggesting he would suffer the same fate.
- On January 14, 2024, he received a message on Facebook warning that he would be murdered. Hours later, the message was deleted by the sender.
- On April 5, 2024, the ELN threatened members of the *Centro Democrático* and *Cambio Radical* political parties in Arauca via a pamphlet disseminated on the social media platform X. The pamphlet stated the following: "The revolutionary action and justice of the National Liberation Army must be carried out and applied with greater intensity against the barbarism and criminal attitude of these executioners of the people."<sup>4</sup>
- On April 12, 2024, a reliable source warned the proposed beneficiary that the ELN had given the order to kill him. Specifically, the commander, known by the alias "Cendales" or "Abuelo," allegedly said the following about the proposed beneficiary: "Cut him into pieces."
- On April 24, 2024, an ELN pamphlet circulated on social media declaring several individuals identified as alleged paramilitaries to be military targets, and included the proposed beneficiary.<sup>5</sup>

<sup>2</sup> The assessment status of all the victimizing events is included, except for the attack.

<sup>3</sup> In view of the UNP's decision to interrupt the risk assessment, the proposed beneficiary filed an appeal for protection of constitutional rights (*amparo*). On April 17, 2024, the Second Criminal Court for Adolescents with Jurisdiction in Bogotá granted protection of his rights to life and security and ordered the UNP to inform him of the date of the virtual interview within a non-extendable period of 48 hours, taking into account his return to the country.

<sup>4</sup> In the pamphlet, the following is stated: "(...) These actions are encouraged and preceded by political parties such as the Democratic Center and Radical Change, as well as by certain journalists and media outlets, which engage in the stigmatization and criminalization of popular organizations, alternative initiatives, and social leaders. Third: The revolutionary action and justice of the National Liberation Army must be exercised and applied with greater intensity against the barbarity and criminal attitude of these executioners of the people. A declaration of war has been made, therefore we will continue to defend the people and the working class, punishing all those who, intellectually and materially, intimidate and massacre the people (...)"

<sup>5</sup> In the pertinent part of the document, the following is stated: "(...) Second: we declare the following paramilitaries a military target. Manuel Alexander Pérez Rueda, Crisma del Mar Tovar, Dumar Eliecer Blanco Ruiz, Julio Enrique Acosta Bernal, Edgar Guzmán and Luis Naranjo, all of them are paramilitaries, from the Centro Democrático political party. Journalist Óscar Garrido Muñoz, who stigmatizes, criminalizes, makes insulting and slanderous remarks against our organization and applauds the clown. Third: The revolutionary action and justice of the National Liberation Army must be exercised and applied with greater intensity against the criminal attitude of these executioners of the people. Fourth: Today more than ever, the unity of the popular and revolutionary bloc is gaining strength (...)"

- On June 27, 2024, he reportedly received a message through message that said: “Kill yourself, son of an absolute bitch. Commit suicide, you would be doing humanity a favor. I want to see you suffer son of a bitch.”
- On July 28, 2024, he was threatened with a message warning: “We’re looking for you, and wherever we find you, you won’t get out alive, you degenerate bastard. We have pictures and screenshots of what you said (...), my knife is eager to pierce your throat, if I find you I’ll stab you until you can’t breathe, and if we find out where you live we’ll send some friends on motorcycles to beat you up, (...) sooner or later you’re going to fall.”
- On September 20, 2024, a Facebook user identified as “Sábado Gazelle” sent him an ELN pamphlet giving him two hours to leave Arauca stating that, otherwise, he would be killed.<sup>6</sup> The proposed beneficiary reported that he fled to another department to hide out of fear.
- On October 2, 2024, an alleged member of the ELN, alias “Coleador”, called the proposed beneficiary and threatened to kill him.
- On October 7, 2024, the proposed beneficiary was informed that they were going to kill him on his ranch. He therefore decided to leave in the early hours of the morning. That same morning, two individuals on a motorcycle loitered on the property for 20 minutes.
- On October 14, 2024, he received threatening messages on Facebook, allegedly from the ELN, accusing him of posting messages against that organization and of siding with the paramilitaries. He was given the following warning: “Either you stop talking about us or we look for you and kill you, we warned you several days ago and you just don’t learn. We know where you are; where you’re hiding so we don’t kill you. We are watching your every move.”
- On October 22, 2024, the proposed beneficiary answered a call from an individual identifying himself as alias “Yeison,” “Coleador,” or “Picure,” who was allegedly affiliated with the ELN. During the call, he warned the proposed beneficiary to “keep quiet and stop causing trouble, or you will be killed.” In the rural community of La Conquista, that same person allegedly swore that he would kill the proposed beneficiary.
- On November 11, 2024, at least 11 members of the ELN allegedly went to look for the proposed beneficiary at his parents’ ranch located in a rural area on two occasions. One of the members stated that they were looking for him “to kill him”.
- On November 16, 2024, six armed individuals arrived at the ranch looking for the proposed beneficiary and stated that they were looking for him “to kill him, tell him not to come because we are going to kill him.”
- On November 29, 2024, it was reported that a former mayor, a brother, and another citizen threatened the proposed beneficiary.
- On December 8, 2024, he was warned via Facebook about a plan to assassinate him. The message read: “Be very careful, I’ll give you some information. These people from Cravo Norte met with Coleador, Picure to organize it (...) they paid more than 20 million pesos to kill you (...)”.
- On December 9, 2024, a member of the FARC, alias “Pescao,” demanded a large sum of money over the phone “if he wanted to continue or stay in the department of Arauca. If he didn’t pay, he would be declared a target and be killed, and they don’t care if they ‘take out’ any member of your family members.” The proposed beneficiary did not attend nor did he pay the requested sum.
- On December 9, 2024, a woman sent an audio message to the proposed beneficiary purportedly saying: “My uncles and my dad are going to kill you, you bastard, you abortion, you piece of trash, you should be dead, they’re going to make sure you don’t talk about anyone on Facebook.” The threat was reportedly related to a journalistic report that the proposed beneficiary published on his Facebook page.
- On December 24, 2024, alias “Yeison” allegedly contacted him by phone to tell him that “they had already warned him and he had not listened, that he should stop reporting, talking about people and the organization on social media.” In addition, they reportedly stated that if he doesn’t stop: “I will look for you and kill you, I’m not playing around”. The proposed beneficiary stated that the threats were related to a complaint he filed on December 20, 2024, regarding the delivery of expired medicines to farmers in Puerto Rondón.
- On January 3, 2025, he was contacted by the ELN, who demanded that he publish any statements sent to him by that group on his Facebook account. When the proposed beneficiary refused, they told him that he would have to “face the consequences.”
- On January 4, 2025, that armed group allegedly sent the statements for the proposed beneficiary to publish. Since he refused, on January 5, 2025, a member of the ELN contacted the proposed beneficiary and “insulted him, threatened to kill him, and gave him three hours to leave the departments of Arauca, Casanare, and Boyacá.” In addition, he said that “he knows where he is, that they are going to look for him and kill him.”

<sup>6</sup> The pamphlet mentions “(...) we order the Human Rights Defender DUMAR ELIECER BLANCO RUIZ. to leave the Department of Arauca within a maximum period of two hours, counted from this order, otherwise you will suffer the same fate as many other Leaders, because you did not answer our call and continued with your actions on your social networks against us. The ELN does not lie, if you do not comply, you will be killed.”

- On January 10, 2025, the proposed beneficiary reported being threatened by a woman via Messenger, who told him that if he continued to talk about her daughter, “they will not only kill him, but also his family.” According to the proposed beneficiary, the threat was related to a complaint he filed regarding an alleged act of corruption committed by the woman’s daughter, who is reportedly a contractor in Puerto Rondón.
- On January 13, 2025, he received a death threat from the cousin of the mayor of Puerto Rondón. The threat was reportedly a result of the proposed beneficiary publishing a video denouncing alleged corruption by the mayor.
- On January 19, 2025, the ELN allegedly threatened the proposed beneficiary, stating that “he should not return to the department of Arauca, because if he does, they will kill him.” They also reportedly demanded that he leave Arauca, Casanare, and Boyacá.
- On January 25, 2025, the proposed beneficiary received a WhatsApp call from an individual identifying himself as “Commander Raúl”. The individual stated that he was affiliated with the ELN and demanded that he remove all posts mentioning the guerrilla group from his Facebook page. When the proposed beneficiary refused, the individual reportedly warned him that “he will look for him and kill him.”
- On March 4, 2025, a member of the ELN, identified as alias “Cristian Camilo” summoned the proposed beneficiary to a location within Arauca. When the proposed beneficiary stated that he wouldn’t go, the individual threatened to “kill him.”
- On March 11, 2025, the ELN group published a pamphlet and a video referring to the murder of one of its members in the municipality of Arauquita, and stated that “this type of act is not condemned by people who claim to be human rights defenders, such as Dumar Eliecer Blanco Ruiz and the media, who, among other things, advocate war, the prosecution, and criminalization of those who think differently from the regime. In the name of revolutionary justice, these facts will not go unpunished.”
- On March 31, 2025, the proposed beneficiary was informed by a reliable source that an armed group was paying 20 million pesos in exchange for information about his place of residence in order to attempt to murder him. The applicant mentioned that he frequently receives phone calls from “alleged” police officers from Tame, Arauca, and Rondón, who inquire about his location in order to “conduct a search”. The proposed beneficiary considers these communications “suspicious,” noting that the National Police already have his information and that the callers hang up abruptly.

8. Regarding the protection measures, the proposed beneficiary reported that on March 27, 2024, he requested that the UNP provide security guarantees for his return to the country. At the same time, he requested support from the Ombudsperson’s Office, the Municipal Ombudsperson’s Office of Bogotá, and the Arauca Municipal Ombudsperson’s Office. Upon returning to Colombia on June 6, 2024, the proposed beneficiary exercised his right to petition the UNP, requesting information about the risk assessment process in his favor. At the same time, he requested that his situation be followed up by the Municipal Ombudsperson’s Office of Bogotá, the Office of the Ombudsperson, the Ministry of National Defense, and the Ministry of the Interior. On July 14, 2024, he reiterated the request. On August 13, 2024, the UNP issued Resolution DGRP 007905 of 2024, which classified the proposed beneficiary’s risk level as ordinary. On August 30, 2024, the proposed beneficiary filed an appeal for review for this Resolution. On October 3, 2024, the UNP denied the request for review.<sup>7</sup>

On October 8, 2024, the proposed beneficiary submitted a new request for protection before the UNP and other entities, reiterating the risks he faces.<sup>8</sup> He also filed a second appeal for protection of constitutional rights (*amparo*) before the UNP, which was resolved on October 25, 2024, by the Fifth Administrative Court of Arauca. It admitted the case and issued a provisional order requiring the UNP to interview the proposed beneficiary immediately and to submit a report within two days in compliance with the order.<sup>9</sup> The applicant questioned the delay in the risk

<sup>7</sup> The decision highlighted that the Technical Risk Analysis Body (CTAR) determined the risk as ordinary and that the assessment procedure was carried out in an appropriate, relevant, and conclusive manner, which respected the parameters for adequate risk assessment.

<sup>8</sup> Office of the Attorney General of the Nation, Office of the Attorney General of the Nation, Office of the Comptroller General of the Republic, Government of Arauca, Director of the Democratic Center Party, Ombudsperson’s Office, Municipal Ombudsperson’s Office of Bogotá, Arauca Police Department, Colombian National Police, Ministry of National Defense, and Ministry of the Interior.

<sup>9</sup> On December 9, 2024, the UNP informed the proposed beneficiary that his request for protection was being processed through the ordinary procedure and was in its final stage, and that he would soon be notified of the corresponding administrative decision. On December 19, 2024, the UNP informed the proposed beneficiary that: “(...) the National Protection Unit is conducting a risk assessment in your favor (...) whose evaluation procedure has not been completed, which is why the current risk level has not been confirmed (...)”.

assessment. Various requests made by several state institutions addressed to the UNP were attached, requesting measures in favor of the proposed beneficiary.<sup>10</sup>

9. On January 28, 2025, the UNP issued Resolution DGRP 000785 of 2025, thereby recognizing that the proposed beneficiary faces an extraordinary level of risk and deciding to implement protection measures, including a security agent, an armored vest, and a communication device. In response to this decision, on February 12, 2025, the proposed beneficiary filed an appeal for reconsideration with the UNP, arguing that the protection measures were insufficient.<sup>11</sup> On March 13, 2025, the UNP stated that the proposed beneficiary “has protection measures assigned in his favor and the entity [UNP] is currently conducting a Risk Reassessment due to Supervening Events; it is pertinent to note that the result of the assessment will be communicated through notification of the administrative act.” On March 14, 2025, the proposed beneficiary reported that the protection measures ordered in the Resolution of January 28, 2025 had not yet been implemented. On April 1, 2025, a state entity issued an alert to the UNP warning that “this is a situation that (...) I cannot omit, because the life of this person is at serious risk.”

10. On May 20, 2025, the proposed beneficiary requested that his protection officer be changed before the UNP due to repeated service absences without prior notice, refusal to accompany him on trips outside the urban area, and an alleged lack of interest in fulfilling protection duties.<sup>12</sup> Screenshots of *WhatsApp* chats were attached in which the protection officer refuses to accompany him. It was reported that on April 2, 2025, he was interviewed for a reassessment of his risk level, but he stated that to date he had not been notified of the outcome of that reassessment. He also warned that the complaints filed with the Office of the Attorney General were not progressing.

11. Lastly, on June 9, 2025, the applicant reported to the IACHR that the National Directorate of the *Centro Democrático* Party had published that, during 2024 and 2025, “(...) there is a chronic setback in the initial allocation of protection details, which leaves our militants exposed for long periods without proper state coverage (...)”.

## **B. Response from the State**

12. The State referred to the report of the Special Administrative Unit for the Care and Reparation of Victims prepared on October 9, 2024, in which it indicated that the proposed beneficiary is included in the Unique Registry of Victims of that agency for the victimizing acts of forced displacement, threat, and kidnapping. In addition, the report indicated that other incidents are under investigation, including threats made on September 26, November 10, 2023, and April 28, 2024; a kidnapping on November 10, 2023; and forced displacement on November 11, 2023, in the municipality of Saravena (Arauca). Moreover, it was stated that Dumar Eliecer Blanco Ruiz has been a beneficiary of the administrative compensation measure for the forced displacements that occurred in 2021 and 2022.

13. For its part, the Ministry of National Defense reported that they requested that the proposed beneficiary provide a physical address within the country so that the information could be forwarded to the

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<sup>10</sup> For example: the Office of the Attorney General requested the UNP to urgently carry out the risk assessment, by means of an official letter sent on October 11 and November 30, 2024, reiterated on January 4, January 8, February 3, March 6, and March 13, 2025. The Ombudsperson's Office also sent a response to the proposed beneficiary on December 16, 2024, detailing that the UNP had been requested to implement protection measures in its favor. For its part, the Office of the Attorney General also requested the UNP to guarantee the integrity of the proposal as a matter of priority and to reevaluate its case, through offices of October 15, October 30, December 5, December 9, 2024 and January 8, 2025. In the latter, the Office of the Attorney General emphasized that “to date, no response has been received with a conclusive result that guarantees the right to life and integrity of the leader in question.”

<sup>11</sup> Under the argument that there is no cell phone service in most of Puerto Rondón and the department of Arauca, the assigned media outlet does not function properly. Furthermore, the bulletproof vest reportedly does not offer real protection against vehicle hijacking by non-state armed groups, especially when traveling on public transport, where a single bodyguard would not have the capacity to react to a possible kidnapping or attack.

<sup>12</sup> The applicant narrated several incidents with the protection officer on May 7, 12, 14, 19, and 20, 2025.



National Police to proceed within the scope of its powers. To this end, the Ministry of Foreign Affairs notified the proposed beneficiary by email on October 8, 2024.

14. On another note, the State reported that the proposed beneficiary is not registered in the Integrated Human Rights System (SIDEH). However, on October 4, 2024, the Criminal Investigation Section (SIJIN) of the Arauca department reported that, after consulting the Accusatory Oral Criminal System (SPOA) database, there are currently seven registered complaints listing Dumar Eliecer Ruiz as a victim, all of which remain at the preliminary investigation stage:

- a. Three complaints (dated August 23, 2023, April 5, 2024, and April 24, 2024) assigned to the Fourth District Prosecutor's Office in Arauca, for threats against human rights defenders and public servants.
- b. Two complaints (filed on November 4, 2023, and January 3, 2024) by the Sixth Prosecutor's Office for Early Intervention in Arauca, for the crime of threats.
- c. A complaint (filed on October 27, 2023) in the 11th Sectional Prosecutor's Office of Saravena, also for threats against human rights defenders and public servants.
- d. A complaint (filed on September 20, 2021) assigned to the Prosecutor's Office 54 of Bogotá, for the crime of threats.

15. On October 29, 2024, the Ministry of National Defense reported that it had taken the following steps: (i) report on deployment of activities sent to the commander of the Arauca police department on October 7, 2024; (ii) official communication sent to the Arauca governor's office and the Arauca municipal mayor's office on October 6, 2024. The Protection and Special Services Section of the Arauca Police Department added that on November 20, 2023, the Arauca National Regional Protection Unit initiated an ex officio procedure following the proposed beneficiary's request for the assignment of a security detail. The unit undertook the necessary actions to implement appropriate preventive measures aimed at safeguarding the beneficiary's fundamental rights.

16. The Human Rights Commissioner for the National Police compiled a list of various regulations and case law concerning the right to personal security, as well as the specific obligations of the State and the authorities responsible for ensuring public order and security within the territory.

17. Regarding the implementation of protection measures in favor of the proposed beneficiary, on December 20, 2024, the UNP specified that, in accordance with Resolution DGRP 007905 of August 13, 2024, his risk level was classified as ordinary. It was therefore decided that he was not subject to protection measures by that entity. However, on October 23, 2024, the UNP reported that the proposed beneficiary has an active work order for risk level assessment, which allegedly considers the risk factors outlined in the request for precautionary measures. On December 26, 2024, the State reported that the proposed beneficiary's risk assessment was carried out and his case was scheduled before the Risk Assessment and Recommendation Committee (CERREM) in a session on December 4, 2024. At the time of writing the state report, it was noted that the relevant administrative act was being drafted.

18. By official letter of March 20, 2025, the UNP expressed that the proposed beneficiary "(...) currently has active work order number 695745, which is in the process of carrying out the risk assessment (...)". In addition to the above, the UNP explained that the analyst of the entity was notified of the new threat facts reported by the proposed beneficiary. However, the analyst reportedly reported that the interview could not be carried out, since Dumar Elicer Blanco Ruiz is not in Arauca for security reasons. The proposed beneficiary therefore requested that the interview be conducted in Boyacá, meaning that the process is now on hold pending the assignment of a new professional to carry out the risk assessment study.

19. The Arauca Police Department (DEARA) reported that on October 7, 2024, they contacted the proposed beneficiary via telephone. The proposed beneficiary stated only that he resides on a ranch in the municipality of Guateque, Boyacá, for security reasons and that he will contact DEARA personnel to coordinate the necessary actions whenever he travels to the department of Arauca. In this regard, it was reported that, in this

communication, self-protection recommendations were provided. In addition, the institutional commitment to remain at the disposal of the proposed beneficiary whenever required was reiterated.

20. For its part, the Office of the Attorney General detailed four investigations in the investigation stage in which Dumar Eliecer Blanco Ruiz appears as a victim for the crimes of threats, simple kidnapping, and extortive kidnapping. They stated that investigations are ongoing and that some have been combined due to their interconnected nature.<sup>13</sup> In addition, it indicated that, having consulted the SPOA, it is evident that five other complaints for crimes of threats are inactive. In the state report presented on April 4, 2025, the Office of the Attorney General detailed progress on four investigations in which Dumar Eliecer Blanco Ruiz is identified as a victim, highlighting the following points: i) The proposed beneficiary was interviewed, and an investigation against the ELN is ongoing; ii) Concerning the events of August 21 or 22, 2023, the proposed beneficiary provided a statement during an interview; iii) In relation to the crime of extortive kidnapping, the latest actions, conducted on February 18, 2025, included an interview and searches of publicly accessible databases; and iv) Regarding the crime of simple kidnapping, the most recent steps, carried out on March 18, 2025, involved an interview and the collection of documents.

21. The Ministry of Foreign Affairs expressed its commitment to continue urging the UNP to provide information on the results of the risk assessment, as well as the Office of the Attorney General and the Ministry of National Defense to provide information within the scope of their powers in order to respond to the Commission. It was added that the Colombian State has sought to protect the rights to life and integrity of the proposed beneficiary.

#### IV. ANALYSIS OF THE ELEMENTS OF SERIOUSNESS, URGENCY, AND IRREPARABLE HARM

22. The precautionary measures mechanism is part of the Commission's function of overseeing compliance with the human rights obligations set forth in Article 41(b) of the American Convention on Human Rights, also included in Article 18(b) of the Statute of the IACHR. The precautionary measures mechanism is described in Article 25 of the Rules of Procedure of the Commission. In accordance with that Article, the Commission grants precautionary measures in serious and urgent situations in which these measures are necessary to avoid irreparable harm to people.

23. The Inter-American Commission and the Inter-American Court of Human Rights ("the Inter-American Court" or "I/A Court H.R.") have established repeatedly that precautionary and provisional measures have a dual nature, both protective and precautionary.<sup>14</sup> Regarding the protective nature, these measures seek to avoid irreparable harm and protect the exercise of human rights.<sup>15</sup> To do this, the IACHR shall assess the problem raised, the effectiveness of state actions to address the situation described, and how vulnerable the persons proposed as beneficiaries would be left in case the measures are not adopted.<sup>16</sup> Regarding their precautionary

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<sup>13</sup>) Fourth Sectional Prosecutor's Office of Arauca – Crime: threats against human rights defenders and public servants. Last action: on September 24, 2024, the cases were consolidated due to their connection. ii) Prosecutor's Office 3 GAULA Arauca – Crime: extortive kidnapping. Last action: on January 18, 2024, consolidation was ordered due to case connection. iii) Fourth Sectional Prosecutor's Office of Arauca – Crime: threats against human rights defenders and public servants. Last action: on September 9, 2024, a request was issued for a Judicial Police database consultation. iv) Prosecutor's Office 3 GAULA Specialized Arauca – Crime: simple kidnapping. Last action: on June 26, 2024, a control of legality was conducted, along with a selective database search.

<sup>14</sup> Inter-American Court of Human Rights (I/A Court H.R.), [Matter of the Yare I and Yare II Capital Region Penitentiary Center](#), Provisional Measures regarding the Bolivarian Republic of Venezuela, Order of March 30, 2006, considerandum 5; [Case of Carpio Nicolle et al. v. Guatemala](#), Provisional Measures, Order of July 6, 2009, considerandum 16.

<sup>15</sup> I/A Court H.R., [Matter of Capital El Rodeo I and El Rodeo II Judicial Confinement Center](#), Provisional Measures regarding Venezuela, Order of February 8, 2008, considerandum 8; [Case of Bámaca Velásquez](#), Provisional measures regarding Guatemala, Order of January 27, 2009, considerandum 45; [Matter of Fernández Ortega et al.](#), Provisional measures regarding Mexico, Order of April 30, 2009, considerandum 5; [Matter of Milagro Sala](#), Provisional measures regarding Argentina, Order of November 23, 2017, considerandum 5 (Available only in Spanish).

<sup>16</sup> I/A Court H.R., [Matter of Milagro Sala](#), Provisional Measures regarding Argentina, Order of November 23, 2017, considerandum 5 (Available only in Spanish); [Matter of Capital El Rodeo I and El Rodeo II Judicial Confinement Center](#), Provisional Measures regarding

nature, these measures have the purpose of preserving legal situations while under the study of the IACHR. Their precautionary nature aims at safeguarding the rights at risk until the petition pending before the inter-American system is resolved. Their object and purpose are to ensure the integrity and effectiveness of an eventual decision on the merits and, thus, avoid any further infringement of the rights at issue, a situation that may adversely affect the useful effect (*effet utile*) of the final decision. In this regard, precautionary or provisional measures enable the State concerned to comply with the final decision and, if necessary, to implement the ordered reparations.<sup>17</sup> In the process of reaching a decision, according to Article 25(2) of its Rules of Procedure, the Commission considers that:

- a. “serious situation” refers to a grave impact that an action or omission can have on a protected right or on the eventual effect of a pending decision in a case or petition before the organs of the inter-American system;
- b. “urgent situation” refers to risk or threat that is imminent and can materialize, thus requiring immediate preventive or protective action; and
- c. “irreparable harm” refers to injury to rights which, due to their nature, would not be susceptible to reparation, restoration or adequate compensation.

24. In analyzing those requirements, the Commission reiterates that the facts supporting a request for precautionary measures need not be proven beyond doubt. The information provided should be assessed from a *prima facie* standard of review to determine whether a serious and urgent situation exists.<sup>18</sup> Similarly, the Commission recalls that, by its own mandate, it is not in its purview to determine any individual liabilities for the facts alleged. Moreover, in this proceeding, it is not appropriate to rule on violations of rights enshrined in the American Convention or other applicable instruments.<sup>19</sup> This is better suited to be addressed by the Petition and Case system. The following analysis refers exclusively to the requirements of Article 25 of its Rules of Procedure, which can be resolved without entering into determinations on the merits.<sup>20</sup>

25. Moreover, when assessing the alleged facts, the Commission takes into account the Colombian context. In its Annual Reports for 2021, 2022, 2023, and 2024, the Commission reiterated its concern about the violence resulting from the armed conflict in the country and its particular impact on, among others, human rights defenders and social leaders.<sup>21</sup> In its Preliminary Observations from the on-site visit to Colombia that took place from April 15 to 19, 2024, the IACHR emphasized that the reconfiguration of the armed conflict has led to an alarming number of killings, threats, harassment, and stigmatization, particularly against human rights defenders and social and community leaders.<sup>22</sup>

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Venezuela, Order of February 8, 2008, considerandum 9; Matter of the Criminal Institute of Plácido de Sá Carvalho, Provisional Measures regarding Brazil, Order of February 13, 2017, considerandum 6 (Available only in Spanish).

<sup>17</sup> I/A Court H.R., Matter of Capital El Rodeo I and El Rodeo II Judicial Confinement Center, Provisional Measures regarding Venezuela, Order of February 8, 2008, considerandum 7; Matter of “El Nacional” and “Así es la Noticia” newspapers, Provisional Measures regarding Venezuela, Order of November 25, 2008, considerandum 23; Matter of Luis Uzcátegui, Provisional Measures regarding Venezuela, Order of January 27, 2009, considerandum 19 (Available only in Spanish).

<sup>18</sup> I/A Court H.R., Matter of Members of the Miskitu Indigenous Peoples of the North Caribbean Coast regarding Nicaragua, Extension of Provisional Measures, Order of August 23, 2018, considerandum 13 (Available only in Spanish); Matter of children and adolescents deprived of liberty in the “Complexo do Tatuapé” of the Fundação CASA, Provisional Measures regarding Brazil, Order of July 4, 2006, considerandum 23.

<sup>19</sup> IACHR, Resolution 2/2015, Precautionary Measure No. 455-13, Matter of Nestora Salgado regarding Mexico, January 28, 2015, para. 14; Resolution 37/2021, Precautionary Measure No. 96-21, Gustavo Adolfo Mendoza Beteta and family regarding Nicaragua, April 30, 2021, para. 33.

<sup>20</sup> In this regard, the Court has stated that “[it] cannot, in a provisional measure, consider the merits of any arguments pertaining to issues other than those which relate strictly to the extreme gravity and urgency and the necessity to avoid irreparable damage to persons.” I/A Court H.R., Matter of James et al. regarding Trinidad and Tobago, Provisional Measures, Order of August 29, 1998, considerandum 6 (Available only in Spanish); Case of the Barrios Family v. Venezuela, Provisional Measures, Order of April 22, 2021, considerandum 2 (Available only in Spanish).

<sup>21</sup> IACHR, 2024 Annual Report, Ch. X. Colombia, OEA/Ser.L/V/II. Doc. 39 rev. 2, March 26, 2025, para. 256, p. 527.

<sup>22</sup> IACHR, Press Release 143/24, IACHR Issues Preliminary Observations of On-Site Visit to Colombia, June 19, 2024.



26. In particular, in its 2024 Annual Report, the IACHR warned that, despite efforts, high levels of violence persist in the country linked to the actions of non-state armed groups and their links to drug trafficking, illegal mining, and deforestation.<sup>23</sup> Furthermore, the Commission highlighted reports from civil society organizations concerning deficiencies in protection measures. These include material shortcomings in vehicles, bulletproof vests, telephones, and panic buttons; restrictions on protection officers' mobility and fuel supply; lack of institutional presence in the territory; insufficient qualified personnel; and the absence of measures with a gender, ethnic-racial, and territorial focus. These issues have hindered the effective implementation of protection measures.<sup>24</sup>

27. Consequently, the Commission understands that the circumstances which the proposed beneficiary faces, along with the country contextual monitoring carried out by the IACHR, are relevant in the analysis of the procedural requirements.

28. Regarding the requirement of *seriousness*, the Commission considers it fulfilled, noting that the proposed beneficiary is a prominent figure in his region due to his work as a human rights defender, political leader, and former candidate for the Arauca Departmental Assembly. He has publicly denounced acts of corruption and criminal activities committed by non-state armed groups. These activities are carried out in the department of Arauca, in an environment where non-state armed groups are present,<sup>25</sup> which places the proposed beneficiary in a situation of particular exposure and vulnerability.

29. Due to the foregoing, the proposed beneficiary has allegedly been the subject of multiple events against him in recent years. These events include: i. repeated death threats via phone calls, social media, and pamphlets; ii. intimidating messages containing insults and explicit warnings of torture; iii. forced displacements within the country and abroad; iv. kidnapping; v. demands for money in exchange for allowing him to stay and carry out his activities in the region; vi. public statements by the ELN identifying the proposed beneficiary as a military target; vii. direct summons to specific locations by non-state armed groups; viii. offers of rewards by illegal armed groups for data about the proposed beneficiary's whereabouts; and ix. armed individuals appearing at his parents' property to locate the proposed beneficiary, explicitly warning that they intend to kill him. The Commission understands that the continuity and seriousness of the acts to which he has been subjected reveal the persistence and methods used by non-state actors with a view to intimidating him and preventing him from continuing his work in the region.

30. In addition, according to the information available, the proposed beneficiary's situation had been brought to the attention of various state authorities through several institutional channels. In particular, the following have been filed: i. multiple criminal complaints before the Office of the Attorney General of the Nation; ii. requests for protection before the UNP; iii. two protective actions to demand effective protection measures; and iv. communications addressed to the Office of the Attorney General of the Nation, the Office of the Comptroller General of the Republic, the Government of Arauca, the Ombudsperson's Office, the Municipal Ombudsperson's Office of Bogotá, the Arauca Police Department, the Colombian National Police, the Ministry of National Defense, and the Ministry of the Interior, some of which have also called for their protection. However, it has been argued that no significant progress has been made in the timely and efficient implementation of protection mechanisms to mitigate risk factors.

31. The Commission notes that, in January 2025, the competent authorities recognized the level of risk that the proposed beneficiary faces as extraordinary, and issued a resolution ordering protection measures in his favor. However, it was alleged that these measures were not properly implemented. In particular, according to the applicant, it was noted that the assigned protection officer had repeatedly abandoned his post, refused to

<sup>23</sup> IACHR, 2024 Annual Report, Ch. X. Colombia, previously cited, para. 263, p. 537.

<sup>24</sup> IACHR, 2024 Annual Report, Ch. X. Colombia, previously cited, para. 269, p. 538.

<sup>25</sup> United Nations, Security Council, United Nations Verification Mission in Colombia, Report of the Secretary-General, S/2024/694, September 26, 2024, para. 46.

accompany him outside urban areas, and displayed a general attitude of indifference. The foregoing reportedly generates a situation in which the proposed beneficiary does not have any effective protection against the persistent facts.

32. The Commission also notes that despite new developments and calls from state entities like the Ombudsperson's Office and the Office of the Attorney General to conduct a risk reassessment, there is no information on whether the situation has been effectively reanalyzed, the protection detail adjusted, or additional measures implemented to mitigate the alleged risks. This is particularly concerning given that the passage of time without the necessary guarantees increases the likelihood that the reported risk will materialize to the detriment of the proposed beneficiary's rights.

33. The Commission specifies that it is not called upon, at this time, to detail the concrete measures that should be implemented to protect the proposed beneficiary. However, in order to assist in defining the most appropriate measures, it considers it necessary to update the risk assessment in light of the new facts reported and the persistence of events that place him at risk, within the framework of his work as a human rights defender and political leader. It is also essential to evaluate measures that allow him to carry out his work in safe conditions. This assessment is crucial since, based on the information available, the measures taken so far have not effectively mitigated the ongoing risks he faces. Therefore, the Commission warns that, given the nature of the alleged facts over time, the State must conduct a more comprehensive assessment of the risk situation faced by the proposed beneficiary, with the aim of identifying the underlying causes of the threat.

34. The Commission recalls that for the protection measures to be adequate and effective, they must be, respectively, suitable to protect the person who is in a situation of risk, and produce the expected results in such a way that the risk to the person being protected ceases.<sup>26</sup> The suitability criterion requires that the measures address the risk, while allowing a human rights defender to continue with their defense activities.<sup>27</sup> In this regard, the Commission observes that the proposed beneficiary continues to face events related to his work as a human rights defender, and political leader, as well as limitations on the exercise of his work due to security conditions. The information provided by the State does not allow the Commission to conclude that these aspects were adequately considered when assessing the situations that place him at risk, or that the alleged situation has been adequately mitigated or has ceased to exist. It is also impossible to determine how the measures adopted to date have effectively addressed the various reports of death threats, extortion, and harassment, given their continued occurrence over time.

35. The Commission observes that investigations into the crimes of threats, simple kidnapping, and extortive kidnapping have been initiated before various units of the Office of the Attorney General of the Nation, following complaints filed by the proposed beneficiary. However, no significant progress has been reported in identifying those responsible for the alleged acts or in adopting preventive measures to ensure the proposed beneficiary's safety. The lack of concrete results in investigations limits the ability to mitigate risk and perpetuates a context of vulnerability. The aforementioned is relevant when assessing the safety of the proposed beneficiary and the likelihood that the threats, harassment, kidnapping, and reported incidents will recur.

36. Taking into account the foregoing, the Commission finds that, from the applicable *prima facie* standard, it is sufficiently proved that the rights to life and personal integrity of the proposed beneficiary are at serious risk.

37. With regard to the requirement of *urgency*, the Commission considers that it has been met, given that the proposed beneficiary has been subjected to threats, harassment, and enforced displacement since at least 2021, and that these acts have not ceased over time. Moreover, despite the competent authorities recognizing his

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<sup>26</sup> IACHR, Second Report on the Situation of Human Rights Defenders in the Americas, OEA/Ser.L/V/II., 2011, December 31, 2011, para. 521.

<sup>27</sup> IACHR, Second Report on the Situation of Human Rights Defenders in the Americas, previously cited, para. 522.

risk level as extraordinary in January 2025, the proposed beneficiary continues to lack effective and adequate protection measures, which also restricts his ability to carry out his work as a human rights defender and political leader. Therefore, given the imminent materialization of the risk and the absence of protection measures effectively implemented, it is necessary to adopt immediate measures to safeguard his rights to life and personal integrity.

38. Regarding the requirement of *irreparable harm*, the Commission concludes it met, given that the potential impact on the rights to life and personal integrity constitutes the maximum situation of irreparability.

## **V. BENEFICIARY**

39. The Commission declares Dumar Eliecer Blanco Ruiz as the beneficiary of the precautionary measures, who is duly identified in this proceeding.

## **VI. DECISION**

40. The IACHR considers that this matter meets *prima facie* the requirements of seriousness, urgency, and irreparable harm set forth in Article 25 of its Rules of Procedure. Consequently, it requests that Colombia:

- a) adopt the necessary measures to protect the rights to life and integrity of the beneficiary;
- b) implement the necessary measures so that Dumar Eliecer Blanco Ruiz can carry out his activities as a political actor or human rights defender, as appropriate, without being subjected to threats, harassment, or other acts of violence in the exercise of his work;
- c) consult and agree upon the measures to be adopted with the beneficiary and his representatives; and
- d) report on the actions taken to investigate the alleged facts that gave rise to this resolution, so as to prevent such events from reoccurring.

41. The Commission requests that the State of Colombia report, within 15 days from the date of notification of this resolution, on the adoption of the precautionary measures requested and to update that information periodically.

42. The Commission emphasizes that, pursuant to Article 25(8) of its Rules of Procedure, the granting of precautionary measures and their adoption by the State do not constitute a prejudgment regarding the possible violation of the rights protected in the American Convention and other applicable instruments.

43. The Commission instructs its Executive Secretariat to notify this resolution to the State of Colombia and the applicants.

44. Approved on July 21, 2025, by José Luis Caballero Ochoa, President; Andrea Pochak, First Vice-President; Arif Bulkan, Second Vice-President; Roberta Clarke; and Gloria Monique de Mees, members of the IACHR.

Tania Reneaum Panszi  
Executive Secretary