

**INTER-AMERICAN COMMISSION ON HUMAN RIGHTS  
RESOLUTION 50/2025**

Precautionary Measure No. 834-25

Wendy Vanessa Quintero Guerrero, her mother and son regarding Colombia<sup>1</sup>

July 24, 2025

Original: Spanish

**I. INTRODUCTION**

1. On June 24, 2025, the Inter-American Commission on Human Rights (“the Inter-American Commission,” “the Commission,” or “the IACHR”) received a request for precautionary measures filed by Wendy Vanessa Quintero Guerrero (“the applicant”), urging the Commission to require that the State of Colombia (“the State” or “Colombia”) adopt the necessary measures to safeguard her life and personal integrity, as well as that of her family unit<sup>2</sup> (“the proposed beneficiaries”). According to the request, the proposed beneficiary is a social leader of *Fundación Red Mujeres de Norte* in the Catatumbo region. She is currently displaced after receiving death threats and facing possible abduction by the National Liberation Army (ELN) operating in the area.

2. Pursuant to the provisions of Article 25(5) of its Rules of Procedure, the Commission requested information from the parties on June 24, 2025. The applicant responded on June 25, 2025 and submitted additional information on July 20, 2025. After a timeline extension was granted to the State on June 30, 2025, it submitted its report on July 2, 3, and 11, 2025.

3. Upon analyzing the submissions of fact and law furnished by the parties, the Commission considers that Wendy Vanessa Quintero Guerrero and her family unit are in a serious and urgent situation, given that their rights to life and personal integrity are at risk of irreparable harm. Therefore, based on Article 25 of its Rules of Procedure, the Commission requires that Colombia: a) adopt the necessary measures to protect the rights to life and integrity of the beneficiaries; b) implement the necessary measures, with a gender perspective, so that Wendy Vanessa Quintero Guerrero can carry out her activities as a social leader without being subjected to threats, harassment, intimidation, or other acts of violence in the exercise of her duties; c) consult and agree upon the measures to be adopted with the beneficiaries and their representatives; and d) report on the actions taken to investigate the alleged facts that gave rise to this precautionary measure, so as to prevent them from reoccurring.

**II. SUMMARY OF FACTS AND ARGUMENTS**

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

4. The proposed beneficiary was responsible for coordinating and leading the “Centro Carismático Jesús Vive” shelter in Ocaña for displaced persons from Catatumbo, as part of her work with the *Fundación Red Mujeres de Norte*.

5. On January 22, 2025, she traveled to a farm in the municipality of Teorama with five other people, including her mother and four-year-old son, to collect a donation of pigs for the shelter. The proposed beneficiary was unaware that the property belonged to a peace signatory from the Revolutionary Armed Forces

<sup>1</sup> In accordance with Article 17(2) of the Rules of Procedure of the IACHR, Commissioner Carlos Bernal Pulido, a Colombian national, did not participate in the debate and deliberation of this matter.

<sup>2</sup> The family unit is made up of her mother Ana del Carmen Ruedas Bayona, 73 years old, and her son I.S.Q., four years old.

of Colombia (FARC). After the pigs were loaded onto the vehicles, two women claiming to be the mother and sister of the farm owner, identified as “Nahum”, approached her and played audio recordings allegedly from an ELN commander operating in the Teorama area. In the recording, he can be heard saying: “Let them load the pigs, when they come down here I have a cylinder [explosive device] for them, one coffin can hold all six of them.”

6. The proposed beneficiary and her companions contacted the municipal representative to denounce the events at that time. He suggested they leave the farm via an alternative trail to avoid the “cylinder.” A few minutes later, the alleged ELN commander arrived at the farm accompanied by four men armed with long guns and threatened to kill everyone present, accusing them of being FARC supporters. After interrogating them and taking their belongings, the armed men took the proposed beneficiary to an isolated location since she was the leader of the group. After a few hours, the ELN commander reportedly received instructions via radio to release the proposed beneficiary and her companions and to deactivate the “cylinder.” She and the others left the farm around ten o’clock at night and set off for *Centro Carismático Jesús Vive*. When they arrived, they reported the events to the police.

7. On January 23, 2025, at around 10:00 a.m., two men riding a motorcycle arrived at the shelter to warn the proposed beneficiary that she had been declared a military target by the ELN for allegedly collaborating with the FARC. The request states that she went to the Ombudsperson’s Office that same day to report this incident, after which she was transferred to Cúcuta, Norte de Santander. After a request to the Colombian Family Welfare Institute (ICBF), her son was also relocated to Cúcuta. The applicant adds that, since then, family members have seen the aforementioned individuals continuing to search for her at her residence in the municipality of Ocaña and at the shelter.

8. The applicant indicated that the proposed beneficiary was admitted to a shelter administered by CORPRODINCO in Cúcuta on January 26, 2025. On January 8, 2025, the National Protection Unit (UNP) assigned her a gender-specific bulletproof vest as a protective measure. Following a risk assessment on February 18, 2025, she was assigned relocation support, which was provided on March 21. On March 8, 2025, following the death of a relative in Norte de Santander, the proposed beneficiary requested to voluntarily leave the shelter in order to be closer to her family. The request states that she moved temporarily to a farm in Bucaramanga and left her son with his father for his safety. Subsequently, the proposed beneficiary moved to the city of Cúcuta.

9. On March 27, 2025, the proposed beneficiary received a call from an alleged member of the ELN, alias “El Mico,” telling her that he had orders to “cut off her head off for being a snitch” because of the complaints she had filed against the armed group. “El Mico” allegedly confronted her specifically for reporting an ELN commander by name. He told her that he had the report in his possession and asked why she was “hiding like a rat and hanging out with the police.” He also informed her that the ELN, which operates in the Cúcuta area, was aware of her movements and location. Two days later, on March 29, 2025, as the proposed beneficiary was arriving at her hotel in Cúcuta, a man driving a white van suddenly stopped on the street and called her by name. When she turned to look at him, he made a gun gesture with his hand. The proposed beneficiary hurried into her hotel and called the police to report the incident. From then on, she began to change where she stayed every so often for safety reasons. Despite this measure, she had been approached on several occasions by individuals “making their presence felt both with gestures and intimidating phrases.”

10. On June 17, 2025, the proposed beneficiary returned to Ocaña to see her son, who was living with her mother, Ana del Carmen Ruedas, and whom she had not seen since March of that year. On June 19, 2025, two men on a motorcycle, identified by the applicant as members of the ELN, arrived at Ana del Carmen Ruedas’ residence, where the proposed beneficiary was staying, and asked about her. To protect her daughter, Ana del Carmen said that her daughter was not there. The men left but warned her that they would return later. The proposed beneficiary then called the National Police and requested their presence at her residence.

According to the request, the police stated that they would be there in 40 minutes. However, they reportedly never arrived.

11. On June 20, 2025, one of the individuals from the previous day entered the residence where the proposed beneficiary and her family unit were staying. The request indicated that the proposed beneficiary's mother and son were frightened and began to cry. She begged the man not to commit any violent acts in front of her family, but rather take her somewhere else. The individual responded that he had come to summon her to appear the following day, June 21, at a location between Teorama and Convención. At that location, she would be "picked up" to attend a meeting related to an investigation. The individual warned her that if she did not show up, they would come for her by force. When the man left, the proposed beneficiary declared the facts that same day before the Municipal Ombudsperson's Office of Ocaña. That afternoon, she filed a request for an investigation into the incident with the Ombudsperson's Office and reported the incident to the Office of the Attorney General. The request added that the proposed beneficiary attempted to contact UNP officials, but was unsuccessful. On June 21, 2025, the proposed beneficiary did not attend the meeting with the ELN and instead traveled to Cúcuta to request assistance from various institutions.

12. On July 11, 2025, the proposed beneficiary temporarily returned to Ocaña to discuss the possibility of moving to the municipality of Lourdes with her mother. Two days later, on July 13, 2025 at 10:50 p.m., while still at her mother's residence, the proposed beneficiary got out of bed to go to the toilet. Upon leaving the bathroom, the applicant stated that someone pulled her by her hair and blouse and began dragging her out through the back patio. She struggled and attempted to hold onto various pieces of furniture to prevent the individual from taking her away, which caused injuries to her arms and legs. The request added that the man pointed a gun at the proposed beneficiary. Additionally, he had a radio from which she heard the following: "What's wrong with you, man, get her out here. We're already on the steps waiting for you[...] get her out quickly." Once in the courtyard, the proposed beneficiary's mother came out and began shouting to attract the neighbors' attention. Only then did the man release the proposed beneficiary and flee. The applicant immediately called the emergency hotline, and the police arrived, inspected the house, and advised her not to spend the night at her residence. The request does not specify where the proposed beneficiary and her family allegedly spent the night.

13. On July 14, 2025, along with the Ombudsperson's Office and the National Police, the proposed beneficiary filed a complaint regarding the alleged events of the previous day. An expert report from the forensic clinic dated July 15, 2025, was attached. It indicated that the proposed beneficiary presents "a clinical picture of 10 hours of evolution characterized by injuries resulting from aggression [...] including blunt trauma to the face, chest, and lower limbs, with several hematomas located on the right elbow, right forearm, left thorax, and both the left and right infrapatellar regions." The report also specifies that she was evaluated by psychology and social work services. It was also suggested that "the authority take the necessary protection measures to safeguard the victim's integrity." In the most recent communication from the applicant, dated July 20, 2025, it was reported that the proposed beneficiary decided to leave the place where she was living and hide, awaiting an update on her protective measures by the UNP.

14. The request included documentation related to reports, complaints, and requests concerning the alleged incidents: (i) Registration with the Unit for Victims for threats and forced displacement on January 23, 2025; (ii) Request for investigation submitted to the Ombudsperson's Office on January 28, 2025, regarding the one-day detention of the proposed beneficiaries by the ELN in Teorama (the office requested the initiation of investigations and other relevant actions); (iii) Ex officio complaint filed with Prosecutor's Office 12 specializing in forced displacement for the events of January 23, 2025 (currently under preliminary investigation); (iv) Complaint dated March 29, 2025, concerning the alleged intimidation incidents in Cúcuta earlier that month (no procedural status indicated); (v) In March 2025, the proposed beneficiary sought assistance from the Ministry of Equality and Equity (Ministerio de Igualdad y Equidad) and the Victims Unit, which referred the request to the Prosecutor General's Office and the National Protection Unit; consequently,

the Prosecutor's Office requested on April 16, 2025, that relevant police protection measures be implemented; (vi) Complaint filed on June 20, 2025, before Prosecutor's Office 60 - Receiving Unit 32 in Ocaña, and the Municipal Personnel Office, for threats against human rights defenders and public servants (procedural status not specified); (vii) Complaint lodged with the Ministry of the Interior on June 21, 2025, regarding the inefficiency of protection measures granted, with the communication forwarded to the UNP and Office of the Attorney General of Colombia; (viii) Complaint submitted on July 14, 2025, before Prosecutor's Office 60 - Receiving Unit 32 in Ocaña for threats and injuries against a social leader.

15. Regarding protection measures, the request highlighted that the UNP granted the proposed beneficiary security detail after the events that took place in January 2025. The risk assessment was carried out on February 18, 2025 and the security detail consists of a bulletproof vest and financial support for relocation. The proposed beneficiary considers the measures insufficient, given that her attackers have shown up at her residence on several occasions and have threatened to abduct her. At the request of the proposed beneficiary, following the alleged events of March 2025, a new risk assessment was carried out on April 1. In the last communication from the applicant, it was reported that on July 4, a new interview was conducted to re-evaluate the risk she faces. To date, no results from that reassessment have been received. In addition, she has been told to wait approximately "one week" for a date to be scheduled for another assessment that will take into account the alleged events of July 13.

16. Lastly, the proposed beneficiary warned that the situation has caused her profound anguish and uncertainty. She mentioned that she especially fears for her family's safety and argued that not attending the meeting with the ELN on June 21 will increase the risk she faces.

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

17. The State reported on the procedure defined for the Prevention and Protection Program of Decree 1066 of 2015, implemented through the General Directorate of the UNP. The program aims to safeguard the rights to life, liberty, physical integrity, and safety of individuals, groups, and communities who, as a direct result of exercising political, public, social, humanitarian, or official functions, face extraordinary or extreme risk. Furthermore, the State has indicated the following:

"[...] in view of the serious situation of disturbance of public order, the military deployment and the context of hostilities and armed operations attributed to the National Liberation Army (ELN) against the population and various institutions in the Catatumbo region, the National Government declared [on February 5, 2025] the State of Internal Commotion, through Decree Law 137 of 2025 of the Ministry of the Interior.

In this context, the State adopted the Extraordinary Emergency Mechanism with the aim of: Adopting extraordinary and comprehensive measures to protect individuals, groups, and communities affected by serious violations of human rights and international humanitarian law committed by organized armed groups and other violent actors [...]"

18. Colombia clarified that, within the framework of the State of Internal Commotion, the ordinary route of collective and individual protection carried out in the geographical area affected by the State of Internal Commotion will be transferred to the Extraordinary Emergency Mechanism (*Mecanismo Extraordinario de Emergencia*) for as long as the State of Emergency remains in force.

19. With regard to the particular situation that the proposed beneficiary faces, the State reported that she is receiving protection measures from the UNP, within the framework of the Prevention and Protection Program, as well as under the Extraordinary Emergency Mechanism. She is part of these programs due to "the existence of a risk classified as extraordinary or extreme" and her location in the geographical area of influence determined in Decree 137 of 2025, which is the Catatumbo region. In this sense, on January 29, 2025, after the

corresponding verification with the Comprehensive Management Group of Emergency Measures (*Grupo de Gestión Integral de Medidas de Emergencia*), she was assigned a gender-specific bulletproof vest. Afterwards, within the framework of the Extraordinary Emergency Mechanism, two threat and vulnerability assessments were carried out during March and April. As a result of these assessments, on March 17, 2025, relocation support equivalent to 1.5 times the current legal minimum monthly wage was authorized. Additionally, on April 15, 2025, this measure was ratified, along with the provision of a gender-specific bulletproof vest. On May 15, 2025, the Citizen Service Group (*Grupo de Servicio al Ciudadano*) notified the proposed beneficiary that the protection process had been initiated. The State reported that the Subdirector for Protection confirmed that the aforementioned protection measures had been duly implemented on the dates indicated. The State added that once Decree 137 of 2025 expires, the proposed beneficiary's case will be evaluated by the Committee for Risk Assessment and Recommendation of Measures (CERREM).

20. The UNP stated that, although it has no jurisdiction on matters of investigation, it received two communications related to this matter. The first was sent on June 20, 2025, by the Municipal Office of Ocaña, Norte de Santander; and the second by the proposed beneficiary on June 21, 2025. According to the State, the UNP received both requests and they were sent to the corresponding area for processing.

21. Through its Human Rights Protection Office, the Colombian Ministry of Foreign Affairs attached copies of official letters dated June 26, 2025, sent to public institutions requesting information on the alleged situation and the proposed beneficiary. These official communications were addressed to the UNP (National Protection Unit), Ministry of National Defense, Ministry of the Interior, Office of the Attorney General, Ombudsperson's Office, Office of the Inspector General, Unit for the Implementation of the Peace Agreement, Unit for the Attention and Integral Reparation to the Victims, Colombian Institute of Family Welfare, the Mayor's Office of Cúcuta, and the Governor of Norte de Santander. Similarly, the Office of the President reported that on July 3, 2025, it forwarded the Commission's communication to the UNP, the Ombudsperson's Office, the Ministry of National Defense, and the Office of the Attorney General. These entities are legally empowered to address the requested matter, take the necessary actions, and provide an adequate response to the Commission.

22. By means of an official letter dated July 2, 2025, the Office of the Attorney General indicated that, in accordance with the Delegate for Territorial Security, the following investigations are being carried out:

- Two investigations into the crime of threats against human rights defenders and public servants. With regard to the first, there is an alleged executive report on investigative actions at the scene of the crime, and analysis of the videos collected is reportedly pending in order to verify the occurrence of the incident and possibly identify the perpetrator. In the second case, an order was issued to the Judicial Police to gather material evidence, physical evidence, and legally obtained information in order to clarify the facts and identify the possible perpetrators.
- An investigation into the crime of forced displacement at the investigation stage with more than 80 investigative activities. The Prosecutor's Office announced that an order had recently been issued to the judicial police instructing the investigator in the city of Ocaña to proceed with the collection of videos and interviews with anyone who had knowledge of the events.

23. The Office of the Attorney General added that, on March 28, 2025, the Commander of the Northern Police of Santander and the Commander of the Metropolitan Police of Cúcuta requested urgent protection in her favor. On April 28 and June 26, 2025, the 12th Sectional Prosecutor's Office in charge of investigating threats against human rights defenders requested necessary measures for the care and protection of Wendy Vanessa Quintero Guerrero from the Departmental Police Commander and the UNP.



24. Lastly, the State affirmed that it would continue to send the IACHR the additional information provided by the entities concerned regarding the measures adopted in favor of the proposed beneficiaries in a timely manner.

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

25. The precautionary measures mechanism is part of the Commission's function of overseeing compliance with the human rights obligations set forth in Article 106 of the Charter of the Organization of American States. These general oversight functions are provided for in Article 41(b) of the American Convention on Human Rights, as well as in Article 18(b) of the Statute of the IACHR. The mechanism of precautionary measures is set forth in Article 25 of the Commission's Rules of Procedure. 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 persons.

26. The Inter-American Commission and the Inter-American Court of Human Rights (hereinafter "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>3</sup> Regarding the protective nature, these measures seek to avoid irreparable harm and to protect the exercise of human rights.<sup>4</sup> To do this, the IACHR shall assess the problem raised, the effectiveness of State actions to address the situation, and how vulnerable the proposed beneficiaries would be left in case the measures are not adopted.<sup>5</sup> As for their precautionary 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>6</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

<sup>3</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>4</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>5</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 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>6</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).

- c. “irreparable harm” refers to injury to rights which, due to their nature, would not be susceptible to reparation, restoration or adequate compensation.

27. In analyzing those requirements, the Commission reiterates that the facts supporting a request for precautionary measures need not be proven beyond doubt; rather, the information provided should be assessed from a *prima facie* standard of review to determine whether a serious and urgent situation exists.<sup>7</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>8</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 carried out without making any determination on the merits.<sup>9</sup>

28. In accordance with Article 25, paragraph 6, the Commission recalls that it has been closely monitoring the situation of violence in Colombia as a result of the armed conflict. In its 2024 Annual Report, the Commission recognized the efforts of the Colombian State in the area of citizen security, such as the Public Policy and Permanent Action Plan for dismantling criminal conduct or organizations that threaten human rights defenders, members of social movements or political movements, or that participate in the implementation of the Agreements and peacebuilding.<sup>10</sup> It also highlighted progress in the implementation of Paz Total [a 2022 Colombian policy to negotiate peace with all armed and criminal groups], including the four roundtables with political armed groups, among which is the ELN.<sup>11</sup> However, at the same time, the Commission warned that the total or partial lifting of the ceasefires agreed with that armed group had led to an increase in violence in the territories where it operates.<sup>12</sup> Similarly, in its Preliminary Observations from its on-site visit to Colombia in April 2024, the Commission observed an increase in threats and harassment in certain departments, including Norte de Santander, as the peace talks were unfolding.<sup>13</sup>

29. Since then and more recently, the situation of violence in the Norte de Santander department and, in particular, in the Catatumbo region, has continued. The State itself, in its response, reported that the region is experiencing “a serious situation of disturbance of public order, military deployment, and a context of hostilities and armed operations attributed to the National Liberation Army (ELN) against the population and various institutions in the region [...]”. The commotion was such that a “state of internal commotion” was declared and an “Extraordinary Emergency Mechanism” was established to protect individuals and groups affected by violent acts and possible human rights violations. In this regard, in January 2025, this Commission condemned the serious acts of violence that occurred in that region, which have caused dozens of deaths and one of the largest forced displacements in the country’s history.<sup>14</sup> In this regard, the Commission recalled the State’s obligation to guarantee the work of those who defend human rights and exercise social leadership, as

<sup>7</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>8</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>9</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>10</sup> IACHR, [2024 Annual Report](#), Ch. IVa, Colombia, OEA/Ser.L/V/II, approved on March 26, 2025, para. 260

<sup>11</sup> IACHR, 2024 Annual Report, previously cited, para. 261.

<sup>12</sup> IACHR, 2024 Annual Report, previously cited, para. 262.

<sup>13</sup> IACHR, [Preliminary Observations. On-site Visit to Colombia](#), April 15-19, 2024, p.21 (Available only in Spanish).

<sup>14</sup> IACHR, Press Release 023/25, [IACHR asks the State of Colombia to end the violence caused by armed groups](#), January 24, 2025.

well as to provide the necessary resources to assist victims, especially those who have been displaced and confined.<sup>15</sup>

30. The contextual elements mentioned are relevant insofar as they show seriousness and consistency to the arguments presented regarding the proposed beneficiary and her family unit.

31. In this context, when analyzing the requirement of *seriousness*, the Commission takes into account that the proposed beneficiary is a female social leader in the department of Norte de Santander who ran a shelter in the municipality of Ocaña for people displaced by the conflict in Catatumbo. In this regard, the Commission notes that she is directly affected by the emergency situation described in the preceding paragraphs and that the alleged facts are part of that situation.

32. Based on the information provided by the applicant, the Commission observes a series of events indicating death threats, harassment, intimidation, monitoring, surveillance, intrusion into her residence, and physical attacks, allegedly carried out by armed members of the ELN, against the proposed beneficiary and her family unit. Among these incidents, the Commission highlights the following: her detention for interrogation purposes on January 22, 2025; her designation as a military target due to being considered a FARC collaborator; threats via telephone and in-person, such as on March 27 and 29, 2025; the entry of ELN members into a family residence on June 20 and July 13, 2025; the ongoing presence of ELN members near her residence in Ocaña and the shelter where she previously worked; and a coercive summons to attend a meeting with the ELN under threat of being taken by force, an act classified as a threat of abduction, which allegedly materialized on July 13, 2025, resulting in physical injuries to the proposed beneficiary. The Commission observes that the proposed beneficiary has reported the alleged facts to the judicial and administrative authorities on the same day or the day after the alleged events took place, so there is no dispute that the State is fully aware of the situation.

33. In light of the above, the Commission understands that the proposed beneficiary has been displaced and separated from her family for some time. She has even stopped providing support at the shelter for displaced persons. Given that the available information reveals that the ELN is aware of her movements, places of residence, and family members, and that the group has shown a persistent intention to compel her to attend its summons, the Commission considers this to be a situation of particular seriousness. This situation has not subsided; on the contrary, it has worsened, especially following the proposed beneficiary's decision to refuse a meeting with the ELN. Despite the constant displacement to avoid being located by the armed group, she has not been able to avoid it to date.

34. With regard to the State's response to the proposed beneficiary's safety, the Commission acknowledges that the UNP assigned her a protection detail consisting of a "gender-specific" bulletproof vest and financial support for relocation. At the same time, the Commission notes that the Municipal Ombudsperson's Office in Ocaña has been reporting on the proposed beneficiary's situation before various entities, and the Prosecutor's Office requested protection in her favor on April 16, April 28, and June 26, 2025. When analyzing the measures implemented by the State, the Commission understands that there are certain elements that indicate that they are not being implemented adequately or are insufficient:

- No timely institutional response is identified. For example, on June 19, 2025, police presence was requested after an event with an alleged member of the ELN, and the police reportedly never arrived. The following day, on June 20, 2025, a member of the same armed group not only visited the proposed beneficiary, but allegedly broke into her home. A few weeks later,

---

<sup>15</sup> IACHR, Press Release 09/25, previously cited.



on July 13, 2025, alleged members of the same group again broke into her residence and attempted to kidnap her.

- The protection detail provided in favor of the proposed beneficiary has not been modified in light of the nature of the events it is facing, despite requests from state entities, among others. For example, the Commission considers that additional measures are required to protect her, particularly from the threat and attempted abduction by an armed non-state group such as the ELN.
- In line with the previous point, the gender-specific bulletproof vest does not appear to be mitigating the events that place her at risk. In this regard, it should be highlighted that the proposed beneficiary was approached at her residence on two occasions by armed members of the ELN, following death threats she received from the same group. It should therefore be noted that the proposed beneficiary is left unprotected within private spaces such as her residence, where the alleged aggressors have already broken in and physically injured her.
- In addition, although the State indicated that the vest was designed with a “gender perspective,” it did not provide information on how this perspective was incorporated or how the measure addresses the specific protection needs of a woman and human rights defender in the context described.
- With regard to financial support for relocation, the Commission understands that the alleged facts allow for a reasonable inference that the alleged perpetrators are monitoring the movements and locations of the proposed beneficiary, even after her displacement to Cúcuta. In that sense, the relocation has not prevented the continuation of the situation he faces.

35. The Commission considers that the measures adopted by the State have not been effective in mitigating the risk to which the proposed beneficiary is exposed. In line with the above, the information available does not allow the Commission to estimate that there has been significant progress in the investigations into the alleged events. In this regard, the Commission considers that the absence of adequate preventive measures to mitigate the risk, along with the lack of concrete progress in investigations, perpetuates the ongoing danger. The perpetrators of the alleged threats remain unpunished and could carry out their death or abduction threats at any time amid the region’s violence.

36. In light of the foregoing considerations, the Commission concludes that, based on its initial *assessment*, the right to life and personal integrity of the proposed beneficiary face a serious risk. This situation also affects her mother and her son, who have been exposed to the same acts of violence due to living with her and their familial relationship.

37. Regarding the requirement of *urgency*, the Commission considers that this has been met, given that the death threats and the ELN’s alleged intention to abduct the proposed beneficiary have been constant since she was declared a military target in January 2025. They have not ceased despite the proposed beneficiary’s displacements. In addition, the fact that this group broke into the proposed beneficiary’s residence on June 20 and July 13, 2025, indicates an escalation in the immediacy of the risk and shows the perpetrators’ clear determination to locate and coerce the proposed beneficiary. While there are no effective protective measures implemented by the State that address recent events, the risk remains, and thereby requires the immediate adoption of precautionary measures to prevent irreparable harm to the life and integrity of the proposed beneficiary and her family unit.

38. As it pertains to the requirement of *irreparable harm*, the Commission finds it met, since the possible impact on the rights to life and personal integrity constitutes the maximum situation of irreparability.

#### **IV. BENEFICIARIES**

39. The Commission declares as the beneficiaries Wendy Vanessa Quintero Guerrero, her mother Ana del Carmen Ruedas Bayona, and her son I.S.Q., who are duly identified in these proceedings in accordance with subsection 6(b) of Article 25 of the IACHR Rules of Procedure.

#### **V. DECISION**

40. The Commission 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, the Commission requests that Colombia:

- a) adopt the necessary measures to protect the rights to life and integrity of the beneficiaries;
- b) implement the necessary measures, with a gender perspective, so that Wendy Vanessa Quintero Guerrero can carry out her activities as a social leader without being subjected to threats, harassment, intimidation, or other acts of violence in the exercise of her duties;
- c) consult and agree upon the measures to be adopted with the beneficiaries and their representatives; and
- d) report on the actions taken to investigate the alleged facts that gave rise to this precautionary measure, so as to prevent them from reoccurring.

41. The Commission requests that the Government of Colombia inform the Commission, within a period of 15 days as of the date of this communication, on the adoption of the precautionary measures that have been agreed upon and to periodically update this information.

42. The Commission stresses that, pursuant to Article 25(8) of the Commission's 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 the Executive Secretariat of the IACHR to notify this resolution to the State of Colombia and the applicant.

44. Approved on July 24, 2025, by José Luis Caballero Ochoa, President; Andrea Pochak, First Vice-President; Arif Bulkan, Second Vice-President; Edgar Stuardo Ralón Orellana; Roberta Clarke, members of the IACHR.

Tania Reneaum Panszi  
Executive Secretary