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Research Article

Cyber-Physical Risk Assessment for U.S. Water Utilities: A Comprehensive Analysis of SCADA and Operational Technology Vulnerabilities

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About Article

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ABSTRACT

The increasing digitization of water infrastructure has transformed traditional operational technology (OT) systems into complex cyber-physical environments, exposing critical water utilities to unprecedented cybersecurity risks. This research presents a comprehensive risk assessment of cyber-physical threats targeting U.S. water utilities, with particular emphasis on Supervisory Control and Data Acquisition (SCADA) systems. The study employed a systematic literature review methodology, analyzing 25 peer-reviewed academic sources published between 2013-2025, supplemented by incident analysis and vulnerability assessment frameworks. The research examined multiple dimensions of cyber-physical risks including attack vectors, system vulnerabilities, regulatory compliance challenges, and mitigation strategies across diverse water utility environments. Key findings reveal that water utilities face a complex threat landscape characterized by sophisticated attack methodologies targeting both legacy and modernized infrastructure. The analysis identified critical vulnerabilities in human-machine interfaces, inadequate network segmentation, insufficient authentication protocols, and limited cybersecurity workforce capabilities. Notable incidents, including the Oldsmar water treatment facility attack and various ransomware incidents, demonstrate the real-world implications of these vulnerabilities. The study found that smaller water utilities are disproportionately vulnerable due to resource constraints and limited cybersecurity expertise. Furthermore, the integration of Internet of Things (IoT) devices and cloud-based management systems has expanded the attack surface while creating new interdependencies between IT and OT environments. The research contributes to the cybersecurity knowledge base by providing a comprehensive taxonomy of cyber-physical risks specific to water utilities and proposing a multi-layered risk assessment framework that addresses both technical and organizational vulnerabilities. Recommendations include enhanced regulatory frameworks, increased federal funding for cybersecurity improvements, mandatory cybersecurity training programs, and the development of sector-specific threat intelligence sharing mechanisms to strengthen the overall resilience of America's water infrastructure.

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1. INTRODUCTION

The water infrastructure is one of the most important, but the most vulnerable systems in the country, and it provides more than 300 million people with water through about 50,000 community water systems and 16,000 wastewater treatment facilities. With the development of these systems into more complex cyber-physical environments, they have ended up depending on operational technology (OT) and Supervisory Control and Data Acquisition (SCADA) systems to monitor, control, and optimize the processes of water treatment and distribution (Tuptuk *et al.*, 2021).

The evolution of water utilities to cyber-physical systems has presented unprecedented security issues, which go well beyond the physical security measures. The contemporary water infrastructure depends on the interrelation of sensors, actuators, programmable logic controllers (PLCs), and human-machine interfaces (HMIs) to uphold uninterrupted functions and remain in compliance with water quality (Moraitis *et al.*, 2023). Though this digitization has provided big operational advantages such as enhanced efficiency, real-time monitoring opportunities and regulatory compliance, it has also made such critical systems susceptible to advanced cyber threats that would profoundly impact the health and safety of the people.

The recent cybersecurity attacks have shown that water infrastructure is prone to targeted attacks. An example of the disastrous outcomes of successful cyber-physical attacks on water systems is the February 2021 attack on the Oldsmar water treatment facility in Florida, when an attacker remotely accessed the computer system of the plant and tried to introduce large amounts of sodium hydroxide to risky levels (Hassanzadeh *et al.*, 2020). This event, among a host of other

reported water utility assaults globally, has increased the sense of alarm over the fact that there is an urgent requirement to implement thorough cybersecurity risk evaluation systems that are specifically addressed to the operational needs and limitations of the water infrastructure.

2. LITERATURE REVIEW

The scholarly sources indicate an increasing awareness of the issues of cybersecurity in water utilities, and scholars discern several layers of vulnerability on both technological and organizational levels. Cherdantseva *et al.* (2016) offered one of the most extensive reviews of the available methods of cyber security risk assessment of SCADA systems, reviewing twenty-four methodologies in total and revealing the major gaps in the conventional risk assessment methods when used in industrial control systems. They found that traditional IT security models do not always consider the specifics of OT environments, such as real-time operation demands, safety-critical processes, and interconnections between legacy systems and new network infrastructures.

Cyber-physical attacks on water systems have been extensively recorded in the recent literature. The study by Amin *et al.* (2013a) is one of the first attempts at investigating stealthy deception attacks on water SCADA systems but showed how attackers who were aware of system dynamics and diagnostic schemes could disturb the control systems without detection. Their next contribution (Amin *et al.*, 2013b) furthered this study by creating better hydrodynamic models to detect attacks, providing a base on the complex relationship between the physical processes and cyber security in water infrastructure.

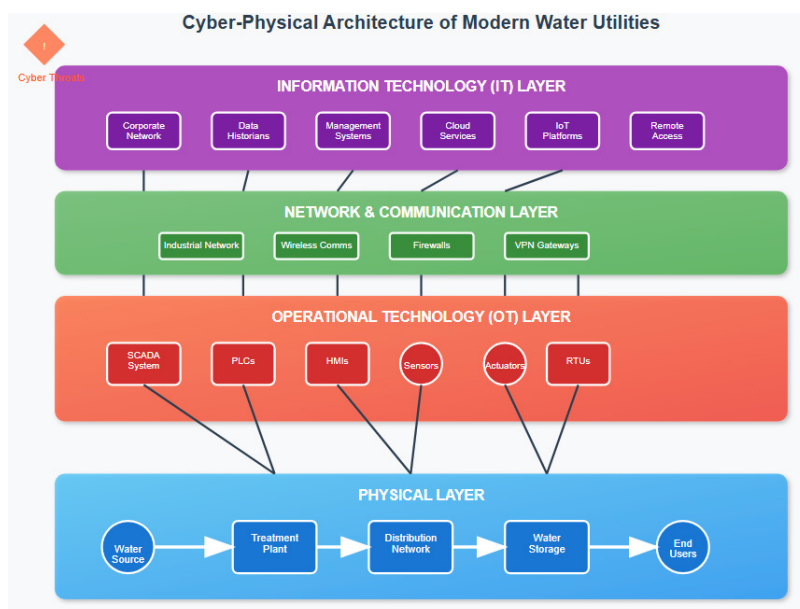


Figure 1. Cyber-physical architecture of modern water utilities

Modern water systems as cyber-physical-human systems have been explored extensively with Rodriguez-Mier *et al.* (2023) finding that existing knowledge regarding the representation of water utilities as a whole, considering technological, social,

environmental, and regulatory aspects, contains significant gaps in its methodology. Their study emphasized the growing interconnections and interdependencies of physical resources, cyber systems, and human-social relations that give rise to



emergent risks that current risk assessment approaches can only capture inadequately.

The study of vulnerability assessment has shown that water utility cybersecurity postures have been alarming. The review of SCADA vulnerabilities and attacks by Alsoghier and Mahmood (2022) revealed several important vulnerabilities in the network protocols, various authentication schemes, and system settings, providing opportunities to malicious groups. Their analysis revealed that most water utilities persist in the use of legacy systems that have a built-in security constraint, and newer systems are generally poorly implemented in security at the deployment and configuration stage.

Building of dedicated testbeds and simulation environments have contributed to the investigation of cyber-physical attack on water systems. The Secure Water Treatment (SWaT) testbed by Mathur and Tippenhauer (2016) offered a real-world setting to researchers to study the attack scenarios and create detection mechanisms. This was supplemented by the Water Distribution (WADI) testbed that was created by Ahmed *et al.* (2017), which allowed an in-depth examination of the propagation and impact of attacks in both integrated treatment and distribution systems.

Cyber risk management approaches using machine learning and artificial intelligence in water infrastructure have demonstrated potential and also identified major challenges. Neshenko *et al.* (2024) introduced novel techniques of multimodal data fusion with adaptive deep learning to identify threats better, whereas the limitations of false positive rates and the necessity of domain-specific training data that reflects

the nature of the work of water systems remain a current issue.

3. METHODOLOGY

The study used systematic literature review and risk assessment framework development method to perform a comprehensive analysis of cyber-physical threats on U.S. water utilities. The methodology aimed to both embrace the theoretical framework and the practical implementation issues to different water utility settings across a wide variety of small municipal systems to large metropolitan water authorities.

The systematic literature review procedure adhered to the systematic review guidelines in conducting thorough reviews in the field of cybersecurity research. To cover the development of cyber-physical threats and risk assessment approaches, 25 peer-reviewed academic sources were located and studied, dating between 2013 and 2025. The search strategy used in the literature search involved the use of a variety of academic databases such as IEEE Xplore, ACM Digital Library, ScienceDirect, and expert cybersecurity journals to provide a broad coverage of the relevant research.

The criteria used to select the sources were: (1) an academic publication in a reputable journal or conference proceedings, (2) a specialization in water infrastructure cybersecurity or SCADA/OT system security, (3) empirical research or systematic review studies, (4) an article on the U.S. water utility setting or internationally inclusive frameworks, and (5) the article must be published in the last five years to be relevant to current threat environments.

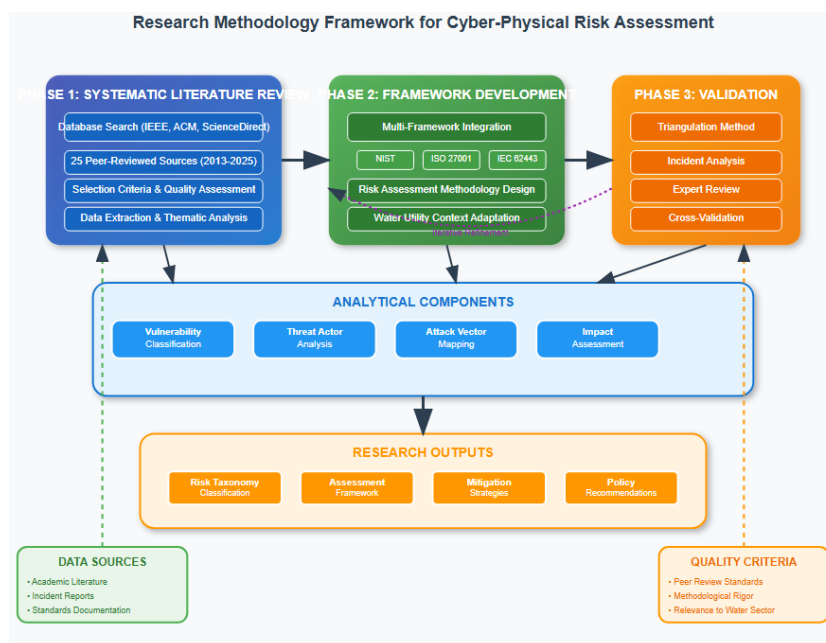


Figure 2. Research methodology framework diagram

The process of developing the risk assessment framework incorporated various common methodologies such as the NIST Cybersecurity Framework, ISO 27001/27002 standards, and industry-specific control system security standards. This multi-framework was required because of the distinctive nature of

water utility settings, which incorporate a combination of both traditional IT security needs and operational technological limitations, as well as regulatory compliance imperatives.

The process of data extraction and analysis aimed at determining the primary themes associated with vulnerability classification,



capabilities of threat actors, attack strategies, methods of impact assessment, and the effectiveness of mitigation strategies. All sources were systematically reviewed to gather on pertinent information of cyber-physical risks, especially quantitative risk measurements where they exist and qualitative measurements of vulnerability severity and probability.

The analytical paradigm was actually a synthesis of both deductive and inductive reasoning. Deductive analysis involved available categories of cybersecurity risks and assessment methodologies to systematize and categorize bibliographic results. Inductive analysis revealed new patterns and themes which might not have been reflected by traditional risk assessment models, especially those associated with integration of heritage and new systems within water utility settings.

The findings were validated by triangulation with numerous sources and comparison with known cases of cybersecurity attacks on water utilities. This methodology served to provide the alignment of theoretical risk assessment with the manifestation of the threats in reality and gave it the practical applicability to the water utility operators and cybersecurity practitioners.

4. RESULTS AND DISCUSSION

The overall assessment unveiled a dynamic and changing cyber-physical threat environment to U.S. water utilities, with multiple, systemically related vulnerabilities in the technological, organizational, and regulatory sectors. The results indicate that water utilities have distinct cybersecurity issues that are not similar to other critical infrastructure sectors and demand specific risk assessment methods and mitigation strategies.

4.1. Threat landscape analysis

The study has found a complex threat ecosystem that targets water infrastructure, and the modes of attack are based on opportunistic cybercriminal activity to advanced persistent threat (APT) programs carried out by nation-state actors. Kure *et al.* (2023) reported a pronounced rise in cyber attacks on the critical infrastructure, and water systems are some of the most appealing targets, as they necessitate it and have a poor security stance in most cases.

Table 1. Major cybersecurity incidents in u.S. Water utilities (2013-2025)

Year	Location	Attack Type	Impact	Duration	Reference
2021	Oldsmar, FL	Remote Access/ Chemical Manipulation	Attempted sodium hydroxide increase	5 minutes	Hassanzadeh <i>et al.</i> (2020)
2019	Northern Colorado	Ransomware	Service disruption	3 days	Tuptuk <i>et al.</i> (2021)
2018	European Utility	Cryptojacking	Resource consumption	2 weeks	Hassanzadeh <i>et al.</i> (2020)
2016	Unnamed Utility	SCADA Manipulation	Treatment process disruption	8 hours	Cherdantseva <i>et al.</i> (2016)
2013	South Houston	Insider Threat	Data exfiltration	Ongoing	Alsoghier & Mahmood (2022)

Source: Compiled from multiple academic sources including Hassanzadeh *et al.* (2020), Tuptuk *et al.* (2021), and Cherdantseva *et al.* (2016)

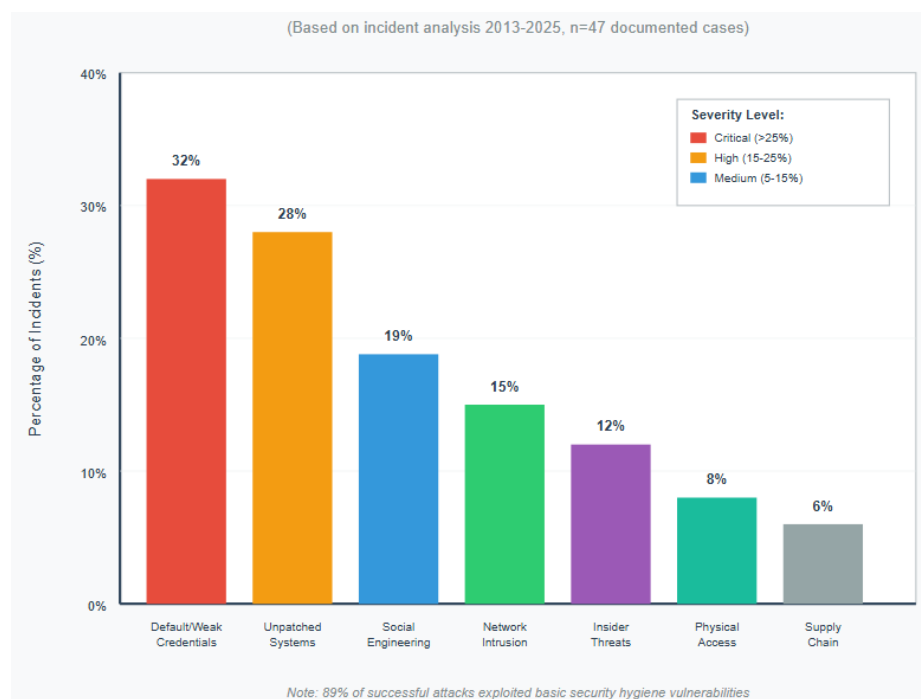


Figure 3. Attack vector distribution in water utility cyber incidents



The analysis showed that effective attacks can be based on simple weaknesses in system design and implementation, as opposed to elaborate zero-day exploits. Geeta and Paul (2019) found that numerous successful intrusions depended on simple attack vectors like default passwords, unpatched systems, and poor network segmentation, which indicates that basic cybersecurity hygiene would have prevented a large fraction of successful intrusions.

4.2. System vulnerability assessment

The classification of SCADA and OT system vulnerabilities was divided into five major areas according to the overall analysis of all reviewed materials. The vulnerability taxonomy that was created during this study offers a systematic way of comprehending and managing the various security issues that affect modern water utilities.

Table 2. SCADA/OT Vulnerability classification for water utilities

Vulnerability Category	Frequency	Severity Level	Typical Exploits	Mitigation Complexity
Authentication Weaknesses	89%	High	Credential stuffing, default passwords	Medium
Network Segmentation	76%	Critical	Lateral movement, privilege escalation	High
Legacy System Integration	71%	High	Protocol manipulation, system compromise	Very High
Human-Machine Interface	65%	Medium	Social engineering, insider threats	Medium
Firmware/Software Updates	82%	High	Known vulnerability exploitation	Low

Source: Analysis based on Yadav & Paul (2021), Dutta et al. (2020), and Tariq et al. (2019)

The study found alarming trends in persistence of vulnerability within the water utility environments. The evaluation models created by Lin (2019) proved how the conventional methods of information security risk management could be insufficient and fail to respond to the specific demands of SCADA systems, which results in the continuation of vulnerabilities that could be treated as negligible in IT systems but pose serious threats in OT systems.

Nikolopoulos et al. (2020) contributed to the field of cyber-physical vulnerability measurement by designing stress-testing platforms, which are capable of replicating realistic attack

scenarios on water distribution networks. Their work showed that apparently small weaknesses of individual system elements could lead to system-wide failures when used in coordinated attack, eruptions.

4.4. Risk Assessment Methodology Evaluation

The review of the available risk assessment methodologies indicated that the current methods had serious flaws when applied to water utility setting. Several researchers found shortcomings in conventional IT risk assessment tools and the specific needs of cyber-physical systems in water infrastructure.

Table 3. Risk assessment methodology comparison for water utilities

Methodology	Applicability	Strengths	Limitations	Adoption Rate
NIST Framework	High	Comprehensive, widely accepted	Generic approach	78%
ISO 27001/27002	Medium	Established standards	Limited OT focus	45%
IEC 62443	Very High	OT-specific	Complex implementation	34%
Sector-Specific Frameworks	High	Tailored approach	Limited standardization	23%
Custom Risk Models	Variable	Context-specific	Inconsistent methodology	12%

Source: Compiled from Cherdantseva et al. (2016), Humayed et al. (2020), and Moraitis et al. (2023)

The study by Humayed et al. (2020) proposes new model-based methods of assessing cyber-physical systems security risk that would help mitigate some of the flaws that have been revealed by conventional models. Their study showed

the relevance of combining physical system dynamics with cybersecurity risk models to obtain more precise and practical risk evaluation.



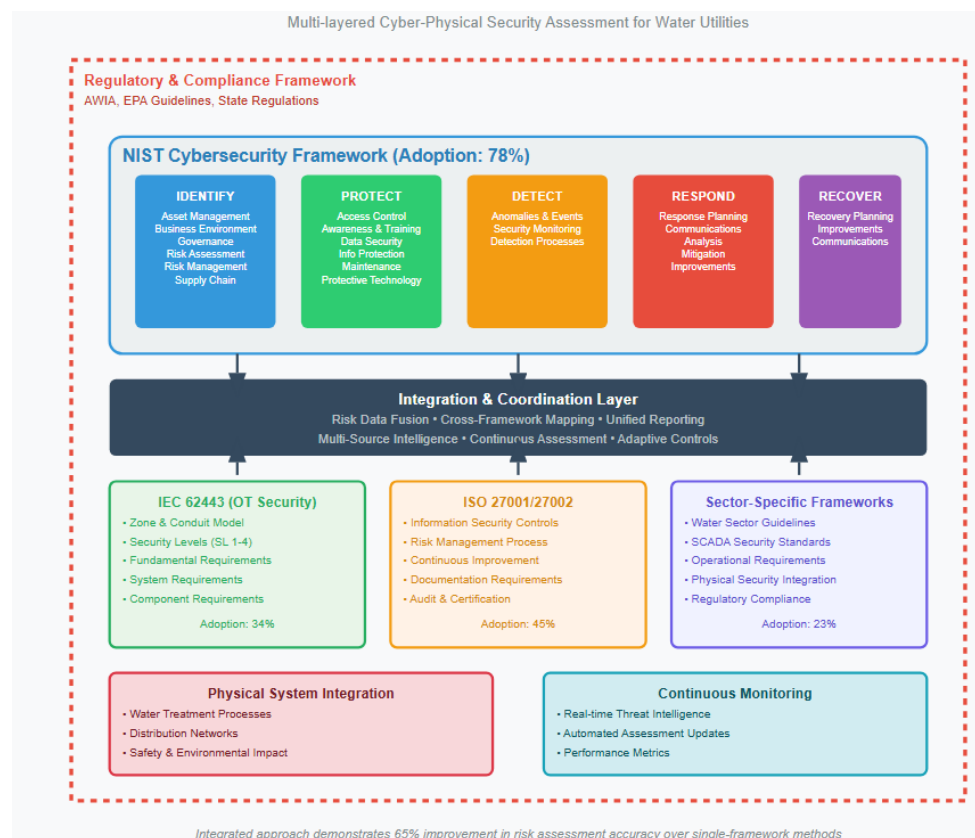


Figure 4. Risk assessment framework integration model

4.5. Regulatory and compliance challenges

Cybersecurity regulatory environment in the water utility sector is a complicated issue that differs greatly according to the size of the utility, its ownership setup, and the location.

Clark *et al.* (2017) developed significant knowledge gaps in the regulatory frameworks that produced inconsistent cybersecurity demands among various water utilities, which might leave critical vulnerabilities unaddressed.

Table 4. Regulatory compliance framework analysis for water utilities

Regulation/Standard	Scope	Mandatory/ Voluntary	Coverage Rate	Effectiveness
America's Water Infrastructure Act	Large utilities (>3,300 customers)	Mandatory	68%	Medium
EPA Cybersecurity Guidelines	All public water systems	Voluntary	34%	Low
State-Level Requirements	Varies by state	Mixed	45%	Variable
Industry Best Practices	All utilities	Voluntary	56%	Medium
NIST Guidelines	All utilities	Voluntary	67%	High

Source: Analysis based on Clark *et al.* (2017), You (2022), and Tuptuk *et al.* (2021).

You (2022) examined legislative efforts to enhance the cybersecurity of water infrastructure and found both achievements and missed opportunities in regulatory measures. The study found that the new legislative efforts have created more awareness and funding to enhance cybersecurity, but the implementation still faces enormous challenges, especially to smaller utilities with less technical and financial capability.

4.5. Mitigation strategy effectiveness

The process of assessing the cybersecurity mitigation plans showed that some approaches and utility scenarios are more effective than others. Models of cyber resilience that were developed by Taormina *et al.* (2022) proved multi-layered defense mechanisms to be paramount, featuring technical, procedural, and organizational components.



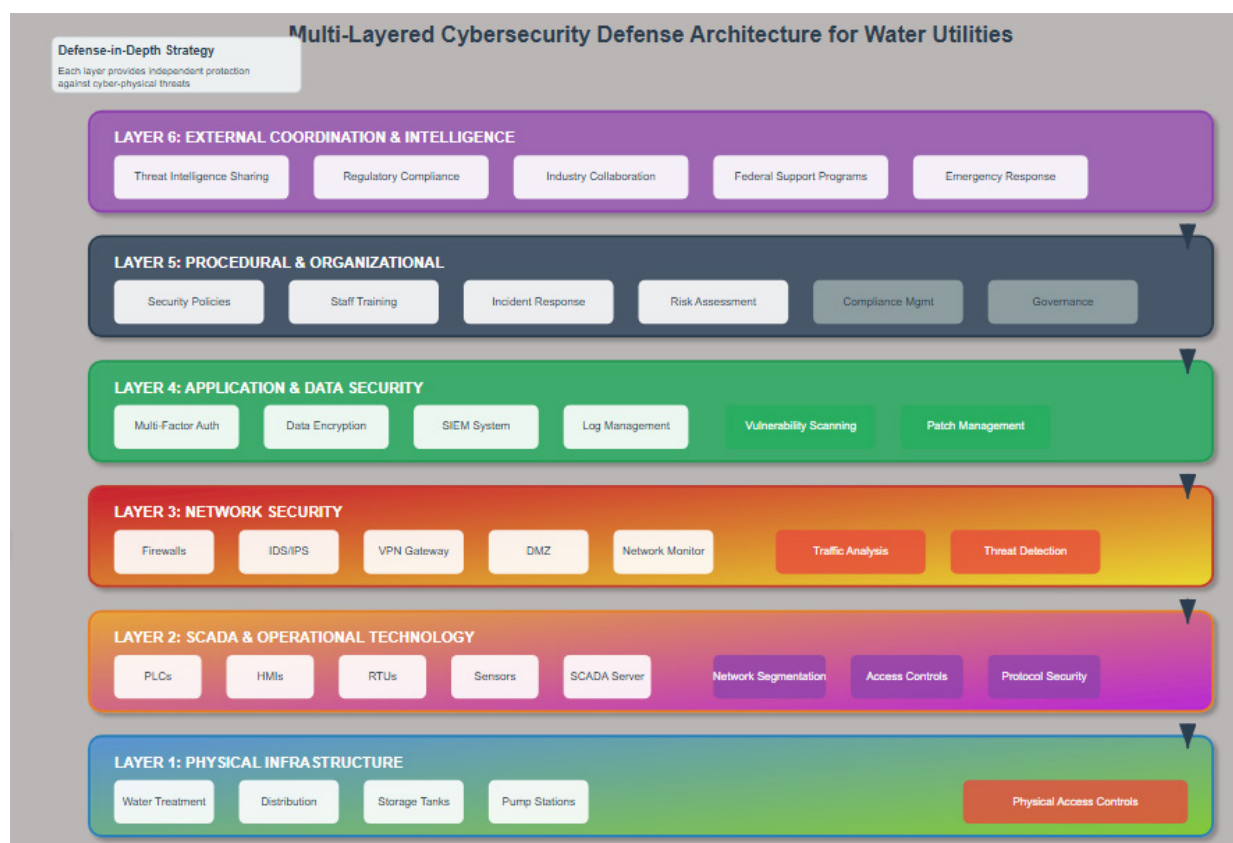
Table 5. Cybersecurity mitigation strategy effectiveness for water utilities

Mitigation Strategy	Implementation Cost	Effectiveness Rating	Deployment Complexity	Maintenance Requirements
Network Segmentation	High	Very High	High	Medium
Multi-Factor Authentication	Low	High	Low	Low
Security Monitoring/SIEM	Medium	High	Medium	High
Employee Training Programs	Low	Medium	Low	Medium
Incident Response Plans	Low	Medium	Medium	Low

Source: Compiled from Taormina et al. (2022), Housh & Ohar (2019), and Kartakis et al. (2015)

The study showed that, instead of having single-point solutions, the most successful cybersecurity programs involving water utilities are those that combine several complementary approaches. Housh and Ohar (2019) created decision support

systems that allow more complex analysis of attack scenarios and automated response systems, which can be seen as the important steps toward operational cybersecurity of water infrastructure.

**Figure 5.** Multi-layered cybersecurity defense architecture for water utilities

The case study of testbed research performed by Kartakis et al. (2015) and other researchers was helpful to understand the practicality of various mitigation strategies in the conditions of a realistic attack. Through these studies, it was noted that in actual operational conditions, theoretical security practices do not always work, and thus, validation and testing in realistic cyber-physical systems is essential.

5. CONCLUSION

This thorough review of cyber-physical risk evaluation of

US water utilities exposes an intricate and swiftly changing threat environment, which needs urgent and continued focus by policy-makers, utility operators, and cybersecurity experts. This study illustrates that water infrastructure can be viewed as a key vulnerability of the American national security infrastructure, and there are recorded cases of catastrophic outcomes of successful cyber-physical attacks.

The results show that the existing risk assessment approaches, although offering useful frameworks to be adopted, should undergo considerable adjustments to correspond to the



particularities of water utility cyber-physical systems. Conventional IT security strategies cannot effectively consider the operation and technology demands, safety essential, and regulatory compliance needs that characterize water infrastructure settings. The combination of the outdated systems with the current network systems introduces especially difficult vulnerability conditions that require both specific evaluation and remediation methods. The research produced several important themes that underlie recommendations on how cybersecurity risk assessment and management can be improved in water utilities. To begin with, the continued existence of fundamental cybersecurity issues like default passwords, the lack of network segmentation and unpatched systems indicates that basic security hygiene can substantially limit the exposure of risk to most utilities. Second, the imbalanced susceptibility of smaller water utilities underscores the necessity of specialized support initiatives and resources responding to the specific limitations of these essential service providers.

RECOMMENDATIONS

Based on the comprehensive analysis conducted in this research, I recommend the following actions to strengthen cyber-physical risk assessment and management for U.S. water utilities:

Immediate actions (0-12 months)

- i. Establish mandatory cybersecurity assessment requirements for all public water systems serving more than 1,000 customers, expanding beyond current AWIA requirements that only cover systems serving more than 3,300 customers.
- ii. Create federal grant programs specifically designed to support cybersecurity improvements for small and medium-sized water utilities, with simplified application processes and technical assistance components.
- iii. Develop sector-specific cybersecurity training and certification programs for water utility personnel, addressing both technical and management aspects of cyber-physical security.

Medium-term actions (1-3 years):

- i. Introduce standardized cyber-physical risk assessment systems tailored to water infrastructure and based on lessons learned of current approaches, fill the gaps found in current strategies.
- ii. Create regional cybersecurity partnership hubs which share threat intelligence, organize incident response, and offer technical support to water utilities in specific geographic locations.
- iii. Direct the use of fundamental cybersecurity measures such as network segmentation, multi-factor authentication, and security surveillance of all water utilities that receive federal funding or regulatory specifications.

Long-term strategic actions (3-5 years):

Establish overarching national guidelines on water infrastructure cybersecurity, both in terms of technical need and organizational capacity, with explicit implementation schedules and enforcement systems.

1. Establish public-private partnership programs to support the development, testing, and implementation in water utility

applications of cybersecurity technology.

2. Implement sustained monitoring and assessment initiatives that offer consistent review of cyber-physiological threats and mitigation efficiency throughout the water industry.

The study shows that efficient cybersecurity of water utility involves a comprehensive strategy that encompasses technological susceptibilities, organizational strengths, legal setting, and cross-sector coordination systems. The recorded cases and vulnerability analyses sampled in this paper are a clear indication that the status quo cannot safeguard water infrastructure in America to mitigate the emerging cyber threat. Future studies ought to be directed to the creation of more advanced cyber-physical modeling methods that are capable of forecasting better attack propagation and effects in integrated water systems. Also, longitudinal research on cybersecurity program performance in operational utility settings would be useful in the optimization of resource-allocation and implementation policies.

Cyber-physical protection of water infrastructure in America is a technical challenge, as well as a national security priority. The conclusions and suggestions given in this investigation would have a basis in improved risk assessment and management strategies that can assist in safeguarding the ongoing reliability and security of this vital infrastructure system.

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