DACCA, Pakistan, Dec. 21 (AP)—"The whole country is a mass grave. Who knows how many millions have been killed?"

The police chief here, describing the slaughter in East Pakistan, said today that mass graves could be uncovered in every village. And those killed before the West Pakistani forces' surrender to India lie without burial on the streets and village paths where they died, he added.

"Jackals, vultures and dogs are at them," said the chief, Inspector General Abdul Khalil.

The nine months of bloodshed began last March, when Pakistan dispatched troops here from the West to crush the East Pakistani secession movement. Thousands of Bengalis were killed. Resistance by rebel guerrillas also cost the lives of West Pakistani soldiers and led to still more killing in retribution.

Bengalis assert that some of the bloodiest retribution against their rebel movement came from local volunteer militiamen, or razakars. They were blamed for the killing and mutilating of a number of Bengali intellectuals whose bodies were found four days ago in pits on the outskirts of Dacca.

In all, anywhere from 500,000 to 1.5 million Bengalis may have died. The number probably will never be known.

But now, Mr. Khalil believes, the bloodshed is finally over and peace can return to this tortured region under a Bengali administration.

"We're doing better than we expected," he said. "Tell me another country in history where it has been any better."

Reprisals Still Fearsome

There has been no evidence of widespread revenge killing by Bengalis since the cease-fire. Officials had feared—and still do—that the Bengalis would take revenge on the estimated two million non-Bengalis and the Pakistani Army, both of which are blamed by most people for the long wave of bloodshed.

The Indian Army, which came here in support of the Bengali guerrillas, has been patrolling the most troubled quarters of Dacca to prevent further bloodletting. It seems to have largely succeeded.

There have been two public executions of six persons by rebel guerrillas of the Mukti Bahini (Liberation forces). Not more than a dozen bodies have been seen in the streets. Outside Dacca, where the Indians are not as much of an inhibiting factor, there have been unconfirmed reports of killings on a larger scale.

To prevent revenge attacks, the Bengali administrators, with the assistance of the Indians in some instances, have begun to disarm the guerrillas. For the first two days after the cease-fire last Thursday the guerrillas rode through the streets shooting into the air. They set off clashes between still-armed Pakistani forces and Indians on at least two occasions.

Few guns are seen in the streets now, but officials concede that they will get only a fraction of what was supplied to the guerrillas by India.

One fear is that the guns may be used later in struggles for political control.

The Indian Army, which has about two regiments in Dacca and forces concentrated in other major towns, is trying to be as unobtrusive as possible while keeping close watch over the nearly 30,000 Pakistani soldiers in the Dacca compound.

Questioned about civil problems and order, Lieut. Gen. Sagat Singh, the IV Corps commander who is responsible for rehabilitation of Bengal, said: "I suggest you see the Bangladesh officials. We are not an army of occupation."

But there are few civil officials.

The problem of opening communications to the big port of Chittagong so the population can be fed is a main Indian task. Another is the repair of the bomb-damaged runway at the Dacca airport.

Five days after the capitulation of the Pakistani Army shops are opening again and some food is beginning to trickle into the markets.

The few Bengali administrators who have arrived face staggering difficulties governing the territory, which had 75 million people in an area of about 5,000 square miles, slightly less than that of Wisconsin, before the crisis began.

Nine months of insurrection and 13 days of all-out war severely disrupted the economy. Civil administration, food distribution, transport, fuel supplies and law and order are in collapse.

Mr. Khalil, who arrived three days ago, said his police force numbered about 100 men. There have been widespread reports of looting and auto thefts.